

COMMUNITY COLLEGE LEGISLATIVE PRIORITIES

Community Colleges urge the 104th Congress to support these priorities in 1996:

MAINTAINING ACCESS:

Authorizing Issues

- ★ Reject any proposal to limit federal student aid funding for specific segments of the community college student population, including students needing remedial education, "Ability-to-Benefit" students (those lacking a high school diploma), English-as-a-Second Language (ESL) students, or students in short-term vocational programs.
- ★ Oppose all attempts to "deem" the income of a legal immigrant's sponsor and the sponsor's spouse for the purposes of determining the immigrant's eligibility for federal student aid.

Funding Issues

- ★ Federal funding authority for education and job training programs is currently being provided through a short-term continuing resolution, which will expire on March 15, 1996. Community colleges urge Congress to enact a regular FY 1996 Labor-HHS-Education appropriations bill, without restrictive changes in program eligibility for students or colleges.
- ★ A priority increase for the maximum Pell Grant award beyond the \$2,440 maximum specified in the current continuing resolution should be provided. In the past 15 years, the purchasing power of the Pell Grant has declined by 34 percent. To bolster access to college for needy students, and to curb the alarming increase in student indebtedness, the Pell Grant maximum should be raised significantly.
- ★ Fund Title III-A (Strengthening Institutions) of the Higher Education Act at no less than \$55.45 million in FY 1996, so that institutions that have received grants and designed their budgets around them can avoid major financial hardship; allow new grants to be made, so that additional disadvantaged students can be served.
- ★ Provide sufficient resources for the Carl D. Perkins Vocational and Applied Technology Education Act and job training programs, both to meet current needs and to allow the new consolidated workforce development system to work when it is enacted.

(continued on the reverse)

WORKFORCE CONSOLIDATION CONFERENCE LEGISLATION:

- ★ Adopt the House policy stressing the use of vouchers for adult job training.
- ★ Reject the House provision that expands the definition of vocational education to include B.A. programs, which will dilute available funding.
- ★ Adopt the Senate's approach to the education governance portion of the block grant (within the state), with a slight modification that provides that "community college representatives shall jointly develop the state's workforce education plan." Include community college representatives on all state and local governance boards.

LOAN PROGRAM CHOICE AND A TAX ISSUE:

- ★ Continue to give institutions the option to participate in either the bank-based student loan program (Federal Family Education Loans) or the direct lending program.
- ★ Make permanent the exclusion from taxation of up to \$5,250 of employer-provided educational assistance (Section 127 of the I.R.S. Code). This provision is a key component of ongoing worker productivity.

For further information about these priorities, contact the federal relations staff of either of the two national community college associations:

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February 12, 1996

2-22-96

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TO: Joan Jenstead, Trustee, Waukesha Technical College
Gaynor McGowan, The White House — 456-5575 (voice mail)
Kathy Ormiston, House Budget Committee
Omer Waddles, Senate Labor and Human Resources Committee - 224-5441-
FROM: Melanie Jackson, ACCT Director of Federal Relations
RE: Your panel session, 9:30 a.m.-10:30 a.m., Sunday, February 25, 1996

Once again, please let me thank all of you for agreeing to participate in the 1996 Community College National Legislative Seminar program. This memo is to reconfirm the arrangements we have discussed in previous telephone conversations. The Seminar will be held at the JW Marriott Hotel, 14th Street and Pennsylvania Avenue, NW. We will reimburse your parking or taxi expense.

We encourage you to arrive 15 minutes early, and to enter the hotel from the 14th street entrance as we will post staff near the revolving door, to greet you and to direct you to the session. Our staff will be wearing conference name badges, with ACCT in large letters as the logo. Your panel session will be held in the Capitol Ballroom, which is on the Ballroom level (bottom floor) of the hotel. Our Seminar registration desk will be on this level also, where you will be able to get your taxi or parking expenses reimbursed. If our staff misses you at the front door, the staff at the ACCT registration area can direct you to the Capitol Ballroom.

Enclosed is the section of the Seminar program for Sunday, February 25. Please note that your panel session is the first general session, and opens the Seminar with the theme, "Presidential Politics, Congressional Action, and Community College Access." You can expect an audience of about 700; our registration total for this Seminar as of today is 704 attendees.

Joan Jenstead, who serves as Vice-Chair of the ACCT-AACC Joint Commission on Federal Relations, will serve as moderator for this panel session. She will open the session, and she will introduce each panelist at the start of the session. Because there are three presenters on this panel, and only one hour of program time, I have asked Joan to keep the introductions short, and to use the titles printed in the program. Each panelist should speak for about 15 minutes, allowing time for questions at the end of the session.

As we discussed in phone conversations, the order of the presentations should be as listed in the program, with Gaynor McGowan speaking first, followed by Kathy Ormiston, and then Omer Waddles. The session title should provide much flexibility for you to design your remarks. For your general information, I am enclosing a DRAFT copy of our community college issue sheet, which lists the top priorities we will pursue in this second session of the 104th Congress.

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After your presentations, there should be about 10-15 minutes left for audience participation in a question and answer dialogue. The room set up will include a head table and podium/mic, and we will have microphones set up in the aisles for the audience to address questions to the panel.

We have asked the moderator, Joan Jenstead, to ensure that the session adjourns on time, as another session is scheduled to follow this panel in the same room. She will extend our appreciation to all of you for sharing your time and your expertise with the local community college leaders who have journeyed to Washington to participate in the public policy debate.

Again, thank you for agreeing to participate in this significant event for community college leaders. If you have any questions relating to the Seminar, please call me at (202) 775-4667. I will be back in touch with you one more time before the Seminar by telephone.

MJ:bw

Enclosures

cc: D. Baime
M. Stull
L. Johnson
A. Summers
B. Wise

/lodrel/nls/themesession.96

Federal Student Aid Policy: A History and An Assessment

Lawrence E. Gladieux

Background Paper Commissioned

by the

U.S. Department of Education

Conference on the Best Ways for the
Federal Government to Help Students and Families
Finance Postsecondary Education

College of Charleston

Charleston, South Carolina

October 8-9, 1995

(Portions of this paper will appear in Lawrence E. Gladieux and Arthur M. Hauptman, The College Aid Quandary: Access, Quality, and the Federal Role, The Brookings Institution and The College Board, forthcoming 1995.)

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INTRODUCTION

A famous essayist whose name escapes me once apologized to his friend for not having the time to write a shorter letter. The length of this paper exceeds the 5-10 pages suggested for the Charleston conference papers. Having been asked to present pertinent policy history, I ran short of time to make it shorter. Yet perhaps an extra allowance should be made for history on this occasion. After all, we are in part marking the 30th anniversary of the Higher Education Act.

More to the point, an interpretation of the past may be the most useful place to start for those trying to shape better government policies aimed at helping students and families pay for higher education

To guide readers, the first seven pages or so recount the evolution of the federal role in postsecondary student aid, highlighted by critical dates over the past 50 years. Depending on their familiarity with the history, readers may wish to make quick or selective reading of this material, then focus on the balance of the paper, which describes from this observer's vantage point the broad trends, shifts, achievements and shortfalls of the government's effort during this period.

As further background for the paper and the conference, figures 1 and 2 and tables 1 and 2 show the growth and changes in the mix of student aid dollars, from federal as well as state and institutional sources, in recent decades. In purchasing power (constant dollars), the total amount of aid available to students has grown more than 15-fold since 1963-64, largely because of an expanding federal investment. While institutions supplied almost half of all aid in the early 1960s, they provide less than one-fifth in the mid-1990s. The federal government now generates over \$35 billion annually in student assistance, or three-fourths of the total, the bulk in the form of federally-sponsored loans to students and their parents.

A 50-YEAR RETROSPECTIVE ON FEDERAL POLICY

The democratization of college opportunities in the United States can be traced through two centuries--from the land-grant college movement and the establishment of state universities in the 19th century to the GI Bill, establishment of community college systems, and explosion of enrollments following World War II. Major phases in the growth of higher education have extended access to new groups in society.

It is in the past several decades, however, that equal opportunity has become a centerpiece of public policy toward higher education. A principal expression of this goal has been the growth of need-based student assistance. While today the federal government is by far the largest sponsor of such aid, the establishment of this federal commitment did not come easily.

1944. The Servicemen's Readjustment Act, or GI Bill, was enacted by Congress to reward veterans who had served their country during wartime and help them catch up with their peers whose lives had not been interrupted by military service. During the 1940s and 50s, GI Bill benefits extended higher education opportunities to thousands of men and women who otherwise might never have gone to college.

But advocates of broader federal support for higher education unrelated to military service faced an uphill struggle. In fact, aid-to-education proposals of all kinds repeatedly ran aground in Congress, blocked by civil rights and church-state controversies and fear of federal control of education. Moreover, the idea of federal scholarship support, whether based on financial need or academic merit, met resistance from those who believed students should not get a free ride. Many members of Congress at that time had worked their way through college.

1958. The Soviet launch of Sputnik finally gave Congress the occasion to justify a limited form of student assistance in the name of national security. The National Defense Education Act of 1958 provided low-interest loans for college students, with debt cancellation for those who became teachers after graduation. The law also established graduate fellowships to encourage students in the sciences, mathematics, engineering, and other strategic fields. Outright scholarships or need-based grants for undergraduate study, however, were still considered beyond the pale.

1965. The Kennedy legacy, the civil rights movement, and the Johnson administration's war on poverty converged in the mid-1960s to break new ground. The 89th Congress presided over the broadest sweep of social legislation since the New Deal. Along with breakthroughs in civil rights came large-scale aid to education, including the Higher Education Act (HEA) of 1965.

Title IV of the HEA embodied the first explicit federal commitment to equalizing college opportunities for needy students. This goal was to be advanced through need-tested grants, and through student support programs such as Upward Bound (initially part of the war on poverty legislation of 1964) and Talent Search, designed to identify and foster access for college-able students who were poor. Colleges wishing to receive an allocation of funds under the new Educational Opportunity Grants program were required to make "vigorous" efforts to identify and recruit students with "exceptional financial need." Title IV of the law also included College Work-Study (another program first ushered in as part of the war on poverty) to subsidize employment of needy students, and the guaranteed student loan (GSL) program to ease the cash-flow problems of middle-income college students and their families.

The impetus for the GSL program was mounting support in Congress for a tuition tax credit for parents with children in college. Advocates of greater access for needy students worried that enactment of a tax credit and the resulting loss of federal revenue would hurt chances of funding new programs for low-income students under the HEA. The loan program appeared to be a much less costly way to help the middle class, especially since it

relied on private sources of loan capital. At least initially, it was not anticipated to draw heavily from the federal Treasury, so that federal resources could be focused primarily on the neediest students.

1968. Congress reauthorized the HEA three years later with only slight modifications. A new program, Special Services for the Disadvantaged, was added to the law; in combination with Upward Bound and Talent Search, they came to be known as the TRIO programs.

Although the ballooning costs of the Vietnam conflict constrained the growth of many domestic social programs, appropriations for student aid grew rapidly in the late 1960s. These monies eclipsed other forms of federal support for higher education, such as construction of academic facilities.

1972. The next reauthorization rounded out the principal programs and the basic charter of today's federal student aid system.

During the debate leading up to this legislation, the higher education community urged Congress to enact formula-based, enrollment-driven federal aid to institutions. But legislators decided that funding aid to students was the more efficient and effective way to remove financial barriers for needy students and thus equalize opportunities for higher education. Congress also viewed student aid as a way to harness market forces for enhancing the quality of higher education. Students, voting with their feet, would take their federal aid to institutions that met their needs; less satisfactory institutions would wither.

Congress made a further point in the 1972 legislation by substituting the term 'postsecondary education' for 'higher education' and broadening the range of options available to students. The intent was to break the stereotype that education beyond high school meant full-time attendance in a four-year academic program leading to a baccalaureate degree. The 1972 HEA amendments extended greater federal recognition and support to career and vocational education, community colleges, and trade schools as well as to students in part-time programs.

Above all, proprietary schools gained full eligibility to participate in the programs under Title IV of the act. Over the next two decades, these schools would proliferate and prove uniquely adept at capturing federal student aid dollars.

Congress also expanded the types of assistance available to students. The Nixon administration had proposed Basic Educational Opportunity Grants to replace three existing federal student aid programs administered through the colleges: Educational Opportunity Grants, National Defense Student Loans, and Work-Study. Congress refused to repeal the campus-based programs, but did adopt Basic Grants (now called Pell Grants), envisioning this new program as a foundation for all forms of aid and one that students would apply for directly to the federal government. Initially authorized at a

maximum of \$1400, the Basic Grant was to provide a minimum level of resources to help assure access to higher education; the campus-based programs would provide supplemental aid to help assure student choice among programs and institutions.

State Student Incentive Grants were also authorized in 1972. The SSIG program provided federal matching dollars to induce states to enact or expand their own need-based student grant programs. And the 1972 law established the Student Loan Marketing Association (Sallie Mae) as a publicly chartered private corporation to increase liquidity and capital availability in the GSL program.

1976. Issues of quality control surfaced in the next reauthorization debate; Congress may have had second thoughts about some of the educational options that had been legitimized in 1972. But Congress was more concerned about getting banks to lend money for postsecondary education. The 1976 amendments provided federal incentives for states to establish loan guarantee agencies.

Another significant expansion of the aid system was authorized with the addition of a few words to the statute. Students without high school degrees became eligible for federal assistance so long as they had the "ability to benefit" from postsecondary training.

1978. In an off year of the reauthorization cycle, but under pressure for some kind of response to the perceived middle-income squeeze in financing college costs, Congress passed the Middle Income Student Assistance Act (MISAA) of 1978. As in 1965, tuition tax credit proposals had built up another head of steam in Congress. To head them off, congressional Democrats and the Carter administration developed a counterproposal to widen eligibility for Pell Grants and open subsidized guaranteed loans to any student regardless of income or financial need.

1979. A year later Congress passed a little-noticed amendment assuring banks a favorable rate of return on guaranteed student loans by tying their subsidies directly and fully to changes in Treasury bill rates. (Previously the rate had been set by a group of government officials with a cap on how much lenders could receive.) With the economy moving into a period of double-digit inflation and interest rates, student loan volume and associated federal costs exploded. The problem of lender participation and capital shortage in the loan program became a thing of the past.

1980. The pressure to expand financial aid for the middle class continued through the reauthorization of 1980. Outmaneuvering the Carter administration as well as the congressional budget committees, the education authorizing committees further liberalized criteria governing need-tested aid, yet shielded the open-ended GSL from measures to curb eligibility, reduce subsidies, or otherwise control ballooning federal costs. The 1980 legislation also created offshoots of the GSL program providing supplemental borrowing opportunities for parents of dependent undergraduate students and for students who were financially independent of their parents.

1981. However, the legislative expansion of 1980 was short-lived. Ronald Reagan was elected president, and domestic social programs faced a budgetary onslaught in the early 1980s. Many provisions of the 1980 reauthorization were repealed in the 1981 budget reconciliation, need was reintroduced as a condition of eligibility for guaranteed loans, and an origination fee of five percent was imposed on borrowers as a cost-cutting measure.

The growth curve in federal student aid leveled off sharply in the first half of the 1980s. Grant support dropped, as did the overall purchasing power of student aid. Loan eligibility and subsidies were trimmed; but as an entitlement that had become popular with the middle class, guaranteed student loans proved the most resilient form of aid. Loan volume continued to grow, although at rates slower than between 1978 and 1981.

1986. In the mid-1980s, in the face of continued Reagan administration threats to the programs, congressional advocates of student aid adopted a damage control strategy. A reauthorization that was basically status quo was the result. Legislators voiced concern about the increasing reliance of students on loans, but they came up with no effective remedies to combat this trend as tuition at both public and private institutions spiraled well ahead of inflation. Federal borrowing ceilings were increased.

1987-90. Loan volume shot up again after the 1986 reauthorization. Meanwhile, media attention and public concern focused on mounting student loan defaults and proprietary trade school abuse. Through the annual budget reconciliation process, Congress forced a series of changes aimed at reducing defaults and effecting other cost savings.

1992. Leaders of the reauthorization process in Congress again said they wanted to achieve a better balance between grant and loan support for students, boosting grant aid and reducing reliance on loans. But the 1992 legislative outcome continued the policy drift in the opposite direction.

The prospect of a post-cold war peace dividend had fueled hopes that Pell Grants might be turned into an entitlement or mandated spending program with automatic annual increases for inflation. But the peace dividend never materialized, leaving no room under the budget rules for such an expansion.

After the attempt to create a Pell entitlement failed, Congress followed the path of less resistance by boosting dollar ceilings for the loan programs. In addition to raising the borrowing limits for students, Congress uncapped the parent loan (PLUS) program, thus allowing parents to borrow up to the total cost of attendance minus any other funds the student might have received. In estimating the federal costs of all the new borrowing authority, House and Senate sponsors assumed that low market-interest rates would continue, thus minimizing the projected expense of the changes and avoiding any violation of spending caps mandated in the budget process.

The 1992 legislation also created a new, unsubsidized loan option not restricted by financial need. This was designed to make loans available to those Americans in the

middle-income range who had been squeezed out of eligibility for the subsidized guaranteed loan. ("Unsubsidized" means that the government does not pay interest costs while the borrower is in school.)

This legislation further established a consolidated Federal Methodology for determining student and family ability to pay that applies to all Title IV programs, not just Pell Grants. The net impact of the new methodology (which many states and institutions also use as the basis for awarding their own funds) is a dramatic reduction in expected family and student contributions, extending potential eligibility for aid (particularly loans) to a substantially larger portion of the middle class.

Like the responses to the 1978 and 1986 legislation, student loan volume has once again ballooned as a result of the 1992 reauthorization. Increased loan limits, introduction of unsubsidized loans, and changes in need analysis boosted student and parent borrowing by almost \$10 billion between academic years 1992-93 and 1994-95--nearly a two-thirds increase in just two years. (See table 1.)

The 1992 legislation also authorized a demonstration program to test the feasibility and cost effectiveness of the federal government administering student loans directly through postsecondary institutions as an alternative to guaranteeing loans through private banks. Finally, Congress in 1992 sought to tighten oversight of institutions participating in federal aid programs by redefining the responsibilities of the gatekeeping triad--the Department of Education, postsecondary accreditation bodies, and the states. The principal new thrust placed more reliance on states through the creation of state postsecondary review entities (SPREs) to help determine institutional eligibility under Title IV.

1993. Even as Congress hammered out the 1992 legislation, presidential candidate Bill Clinton was on the campaign trail promising a complete overhaul of the student aid system if he was elected. He repeatedly cited defaults, excessive bank fees, high government costs of the loan program, and the aid system's overall lack of effectiveness in making college affordable. Emphasizing the responsibilities of those who receive aid, Clinton called for benefits that students could earn through community service or reimburse at rates geared to their future income.

A year later, in fact, President Clinton won congressional passage of the Student Loan Reform Act of 1993, altering the way student loans are financed, originated, serviced, and repaid. The 1993 legislation greatly expanded on the direct loan demonstration program authorized in 1992, calling for at least 60 percent conversion of federal student loan volume from guaranteed to direct lending over a five-year period. The act also called for more flexibility in how borrowers repay, including an income-contingent plan that calibrates monthly repayments to a percentage of the borrower's income for up to 25 years.

In his first year in office, the president also won passage of a national and community service program, though on a much smaller scale and with much less of a link to the

student aid system than he had called for during the campaign. As enacted and funded, the national service corps provides benefits to only a tiny percentage of federal student aid recipients.

1994. Having made student aid reform a top domestic policy commitment, and having won early legislative victories to support plans in this area, the Clinton administration struggled to fulfill another campaign promise--to streamline the regulatory process for student aid programs. Yet to implement the host of legislative initiatives passed in both 1992 and 1993--everything from SPREs to direct lending and income-contingent repayment--the Department of Education ultimately generated more than 70 rule-making packages. The volume and complexity of the new rules as well as contention with the education community over many of them led to a sense that the regulatory process was as overwhelming as ever.

At the same time, the Clinton administration sought to project a longer-range, Phase II agenda of student aid reform. The Department of Education held regional hearings around the country to test reactions and gather ideas on how federal aid might be further restructured, better targeted, and simplified. However, the administration's Phase II vision sparked little enthusiasm among aid administrators coping with the broad scale of change already under way, or with college leaders preoccupied with the administration's SPRE proposals. The administration's Phase II designs were also overtaken by political events, namely the 1994 election.

1995. With new Republican majorities in both houses of Congress, the policy environment in Washington is as unsettled as it has been since the early 1980s. The federal commitment to education and other domestic social programs once again hangs in the balance. The outcome of today's hectic debates in Washington is anyone's guess. The only certainty is that almost everything government does--and how it should be done--is on the table.

POLICY SHIFTS

A half century after the initial GI Bill, three decades since the establishment of federally guaranteed student loans, and more than two decades following the creation of a national basic grant program, both the central commitment to federal support for higher education and the mechanisms of such support are under attack. This is an important time to take stock of government policies, how they have evolved over time, and what they have accomplished.

What has changed since the principal federal aid programs of today were first legislated? In one sense, not a great deal. The student-based strategy Congress adopted in the 1960s and 70s--granting and lending to students rather than institutions--has become the system's hallmark. Today more than 90 percent of US Department of Education funds for postsecondary education are provided in the form of student financial aid. With additions

and elaborations, in fact, the same programs are in place as were established a quarter century ago.

Underlying policies, however, have shifted. On many counts today's aid system looks much different from what the early legislative framers envisioned.

Growing Reliance on Loans. Above all, the drift toward a system that relies primarily on student debt to finance higher tuition has turned the original commitment to equal opportunity on its head. The legislation of the 1960s and early 70s established a commitment to help disadvantaged students through need-based grant programs, while helping middle-class families through government-guaranteed (but minimally subsidized) private bank loans.

Today, loans are far and away the largest source of aid, even for the lowest-income students. Since the mid-1970s, when student borrowing began to grow, loans have increased from about one-fifth to nearly two-fifths of all available student aid. Federal student loans provided over \$26 billion in 1994-95, almost five times the size of the Pell Grant program that was meant to be the system's foundation. (See table 1.)

The Clinton student loan reforms over the long haul could help redress the loan-grant imbalance. Part of the intent of direct lending from its conception has been lower federal costs compared with the elaborate subsidy structure of the guaranteed loan program. At the moment, the shift to direct lending--and the projected cost savings--are being challenged by the Republican Congress. To the extent that the direct lending program does survive and savings do result, more federal resources could become available for investment in Pell and other grant aid. On the other hand, direct lending could lead to more borrowing; to the extent that it succeeds in streamlining delivery of loans, it may make loan capital that much more accessible and attractive.¹

Erosion of Need-Based Standards. Meanwhile, the antipoverty origins of the 1960s legislation have faded into history as eligibility for federal student aid has been stretched up the economic ladder. This development has been double-edged. On the one hand, broader eligibility has popularized programs with the middle class and therefore strengthened their political base. The stronger political foundation resulting from the middle-income legislation of 1978 probably helped to protect these programs from what could have been worse cutbacks in the early 1980s. On this other hand, the shift has diluted the federal emphasis on subsidies for low-income students and led to the predominance of loans in the mix of available aid.

The changes in need analysis enacted in 1992 have produced another expansion in middle-income eligibility, inflating officially recognized need by several billion dollars. But with no corresponding increase in available funds, more "need" is chasing roughly the same

¹ See Martin Kramer, "Policy Implications of Direct Lending," Select Issues in the Federal Direct Loan Program, (US Department of Education, 1994), pp. 1-12.

number of available dollars. The probable effect is that scarce dollars have shifted up the income scale, at the expense of more disadvantaged students and families.

Growth in Self-Supporting, Non-Traditional Students. In the past several reauthorizations, Congress has also sought to adjust aid policies to better meet the needs of older and part-time students. The original programs and procedures of need analysis were designed for families with dependent children who attend college full-time. However, growing numbers of students are beyond the traditional age group, attend less than full time, and have ongoing family and work responsibilities while in school. Over the past two decades, the proportion of postsecondary students over age 25 has roughly doubled, from one-fifth to two-fifths of all students. Students qualifying as independent or self-supporting under federal rules now constitute a substantial majority of Title IV aid recipients.

How the government should support such students has become an ongoing policy concern in the 1990s. In 1992, Congress liberalized eligibility for some categories of independent and part-time students, but restricted it for single independent students. Policy makers remain concerned that the aid system is insufficiently sensitive to the wide-ranging circumstances of an increasingly diverse postsecondary population. At the same time, trade-offs are involved; outside of entitlement programs, expanding eligibility for independent adult students potentially reduces the dollars available to dependent students from low-income families.

Use of Aid for Short-Term Vocational Training. When Congress decided to "broaden the mainstream" of postsecondary education in the early 1970s, no one had envisioned the burgeoning of the proprietary trade school industry. The proprietary sector has been highly responsive to federal student aid policies.² It flourished in response to the postwar GI Bill, and once fully eligible for programs under Title IV of the Higher Education Act, the industry again expanded rapidly in the late 1970s and 80s. Entrepreneurs created hundreds of new for-profit schools and programs during this period, all enrolling aid-eligible students, many of them focusing on low-income inner-city areas. Alongside training traditionally offered by the proprietary sector in secretarial work and business, refrigeration, welding, auto mechanics, and the like, new programs sprouted offering training for truck drivers, security guards, retail clerks, and nannies.

By the late 1980s proprietary school students received one-fourth of all Pell Grant funds and more than one-third of guaranteed loan volume. Program abuse and disproportionately high loan default rates in the trade school sector, however, attracted mounting publicity, prompting a series of legislative and regulatory remedies. The proprietary school industry and its share of federal student aid funds have since contracted significantly. Proprietary schools nonetheless continue to have a major stake in federal aid. Of roughly 7500 institutions now eligible for the Title IV programs, about 4000 are

² See Richard W. Moore, "Proprietary Schools and Direct Loans," Select Issues in the Federal Direct Loan Program (US Department of Education, 1994), pp. 13-24.

proprietary. Students at these institutions currently receive one-sixth of Pell Grants and one-tenth of all guaranteed loans.

Compared to 25 years ago, when perhaps 2000 collegiate institutions participated in federal student aid programs, today's regulatory dilemma for the Department of Education is the sheer number and diversity of schools and the kinds of education and training supported by Title IV. A focus on short-term vocational training fits with the national agenda of retraining and upgrading the skills of the work force. But student aid is not necessarily the most effective mechanism for financing such training. There is also virtually no coordination of Title IV aid with the substantial amount of support for postsecondary employment training provided by other federal programs and agencies.³

Use of Aid for Remediation. Over time, more and more federal student aid dollars have been provided to students who are not prepared to do college-level work. This trend toward funding remediation has occurred for two reasons. First is the "ability to benefit" provision added to the law in 1976, which allowed hundreds of thousands of non-high school graduates to qualify for Title IV aid. The standards used to determine which students can benefit have been low and largely unregulated. For a long time, the tests were developed and administered by the schools to which the students were applying. More recently, a variety of federally-sanctioned independent tests have been in use. However, the "passing grade" has been low enough to allow all but a handful of students to qualify for aid on this basis.

The second reason for the trend toward Title IV funding of remediation is simply the inadequate preparation of large numbers of high school graduates. The ongoing debate over K-12 school reform and standards underscores the fact that too many high school graduates cannot yet do college-level work. In recognition of this underpreparedness, the existing federal student aid legislation allows students taking remedial courses to receive federal aid for up to one year of coursework. But the regulations governing this limitation are unclear as to how eligibility is to be terminated, and many students taking remedial work continue to receive aid for periods longer than one year.

ACHIEVEMENTS AND SHORTFALLS

The above historical review suggests that the objectives, mechanisms, and constituencies of federal student aid today are considerably more diffuse and complex than they were a quarter century ago. Thus gauging the impact and success of aid policies over this period is far from cut-and-dried, and this paper will only scratch the surface of such an evaluation.

³ See Janet S. Hansen, Editor, Preparing for the Workplace: Charting a Course for Federal Postsecondary Training Policy, National Academy Press, 1994.

Federal student aid has clearly been an important force in shaping American postsecondary education since World War II. Though causes and effects are arguable, federal aid has no doubt helped fuel a half century of explosive growth in college attendance by Americans, and it surely has had something to do with producing the diversity of today's student population.

Yet one casualty of time has been naive expectations about what could be accomplished through student aid to advance national goals of educational equity, quality, and affordability. The balance of this paper discusses these goals and presents indicators relating to the effectiveness of student aid in fostering them.⁴

Access. Above all, the problem of unequal opportunity has proved more intractable than anyone anticipated in the early years of the Higher Education Act. In the late 1960s and early 1970s, widely-cited reports from the Bureau of the Census showed that a college-age youth from a family with an income over \$15,000 was nearly five times more likely to be enrolled in higher education than one from a family with an income of less than \$3,000.⁵ The new student aid programs were to be on the cutting edge of policy to close such gaps.

Today college-age young people from the highest-income range by Census categories (\$75,000 or more) are three and a half times more likely to be enrolled in college as those from the lowest income range (under \$15,000).⁶ Though shifts in the distribution of income probably invalidate a precise comparison of Census data over the intervening decades, these figures may suggest a measure of improvement in access to college opportunities during this period. But the more certain point is that large gaps stubbornly persist.

Many other statistics underscore the continued socio-economic disparities in access to and successful completion of higher education programs. Among recent high school graduates, those from low-income families are still half as likely to enroll in college by the fall following their graduation as those from high-income families. The enrollment rate of recent black high school graduates (47 percent in 1991) still lags behind that of whites (64 percent); the rate in 1991 for Hispanic high school graduates was 53 percent.⁷ In 1993,

⁴ For a more extensive discussion of indicators relating to the effectiveness of student aid, see Lawrence E. Gladieux and Arthur M. Hauptman, The College Aid Quandary: Access, Quality, and the Federal Role, The Brookings Institution and The College Board, forthcoming 1995.

⁵ For example, see Toward Equal Opportunity for Higher Education, Report of the Panel on Financing Low Income and Minority Students in Higher Education, College Entrance Examination Board, New York, 1973, p. 11.

⁶ US Department of Commerce, Bureau of the Census, School Enrollment--Social and Economic Characteristics of Students: October 1993, Current Population Reports P20-479, Table 16 "Families by Full-Time College Enrollment of Dependent Members 18 to 24 Years Old, by Family Income, Race, and Hispanic Origin: October 1993."

⁷ US Department of Education, National Center for Education Statistics, The Condition of Education 1994, p.40.

whites aged 25 to 29 years old were still twice as likely to have completed four years of college as blacks, and three times more likely than Hispanics.⁸

Such gaps in opportunity, and the failure of student aid policies to close them, should probably not come as a surprise. For one thing, federal student aid in its conception was primarily about helping those who otherwise might not have access to higher education; in their evolution, federal policies have become as much (or more) about relieving the economic burden for those who would probably pursue postsecondary programs without such aid. Moreover, it is clear that state tuition, subsidy, and funding policies are at least as important in determining patterns of enrollment and access as what the federal government can achieve through its investment in student aid.

We also know more today about the complexity of the college-going process. Enrollment and success in higher education are functions of many factors--academic aptitude and prior schooling, family and community attitudes, motivation, and awareness of opportunities--not just ability to pay. Above all, there appear to be huge and growing disparities in the capacity of K-12 educational systems to prepare young people for the world beyond high school. Higher education, much less student aid as a financing strategy, cannot alone redress social deficits and imbalances that appear to threaten our country's future.

Access to What? The notion that having students vote with their feet would somehow assure quality in the postsecondary education marketplace was a dubious proposition from the start. More than a quarter century later, it is clear that the marketplace rationale begged important questions of institutional quality and accountability, as well as consumer information, awareness, and protection.

Federal student aid programs have been plagued by institutions that defraud both taxpayers and students, offering programs of little or no educational or vocational value, or that are so poorly managed they do not serve students effectively. High student loan default rates, as well as low completion and placement rates for students who receive aid, have reflected these problems and galvanized public concern.

Much of the trouble has come in the for-profit sector; but the baggage of fraud and abuse has encumbered the entire student aid effort and triggered tighter rules affecting all of postsecondary education. In part, this reflects successful lobbying by the proprietary school industry, which has blocked proposals to remove trade schools from Title IV or authorize separate regulatory controls over them. It also suggests that policy makers are not necessarily persuaded that all problems relating to consumer protection and lax educational standards are in the non-collegiate sector. Policy makers are increasingly

⁸ US Department of Commerce, Bureau of the Census, Educational Attainment in The United States: March 1993 and 1992, Current Population Reports P20-476, Table 18 "Percent of Persons 25 years Old and Over Who Have Completed High School or College, by Race, Hispanic Origin and Sex: Selected Years 1940 to 1993."

prone to more critically examine the effectiveness and performance of traditional higher education.

From the beginning, federal student aid policy has been shaped by a commitment to access. The legacy of access to higher education is deeply ingrained in our public values. Debates over student aid policy have typically centered on whether policy changes would hinder or expand access for disadvantaged students. But we have learned that access does not assure quality; in fact, access can ill serve students if they do not complete their education or graduate without the skills they need to succeed.

Low-income, at-risk students are actually the most ill-served when student aid incentives encourage their enrollment in programs subject to minimal quality control. In such programs they have, at best, only modest chances of success; at worst, they are left with no job, a defaulted loan, and a bad credit record.

Affordability. In the 1970s, family income levels increased faster than tuition; growth in student aid outstripped both tuition increases and growth in the number of eligible students; and grant aid was more common than borrowing.

All these trend lines, however, turned against college affordability in the 1980s and 90s. Family income has generally remained flat and has been far outpaced by tuition increases, which at both public and private four-year institutions have averaged at least twice the rate of inflation since 1980. Tuitions have risen annually by more than eight percent over this period, while annual growth in the Consumer Price Index has averaged about four percent. Public sector prices have increased most sharply in the 1990s, rising at three times the rate of inflation as the economy and revenues in most states have declined.

Student aid, meanwhile, has failed to close the gap between family income and college prices. The real value of total aid available to students has increased since 1980. However, the growth has been primarily in the form of loans and has not kept pace with growth in tuition levels or in the eligible student population.

In the mid-1990s, tuition increases have moderated slightly. According to the College Board's annual survey of colleges, tuition in both public and private four-year higher education has risen six percent in each of the past two years, still twice the Consumer Price Index but less than the rate of tuition growth in the early 1990s. More and more private institutions worry about pricing themselves out of the market and are trying to restructure their operations to contain costs. In the public sector, economic recovery may have relieved some of the pressure on tuition as a revenue source in state budgets. But the tuition spiral is not likely to end, nor is student aid likely to catch up, any time soon.

* * *

To say that federal aid programs have fallen short of expectations for achieving broad national goals is surely not to pronounce the effort an abject failure or to encourage those

who would decimate the federal commitment in this area. It is, rather, to say that we sorely need constructive debate and proposals to strengthen the system that we have.

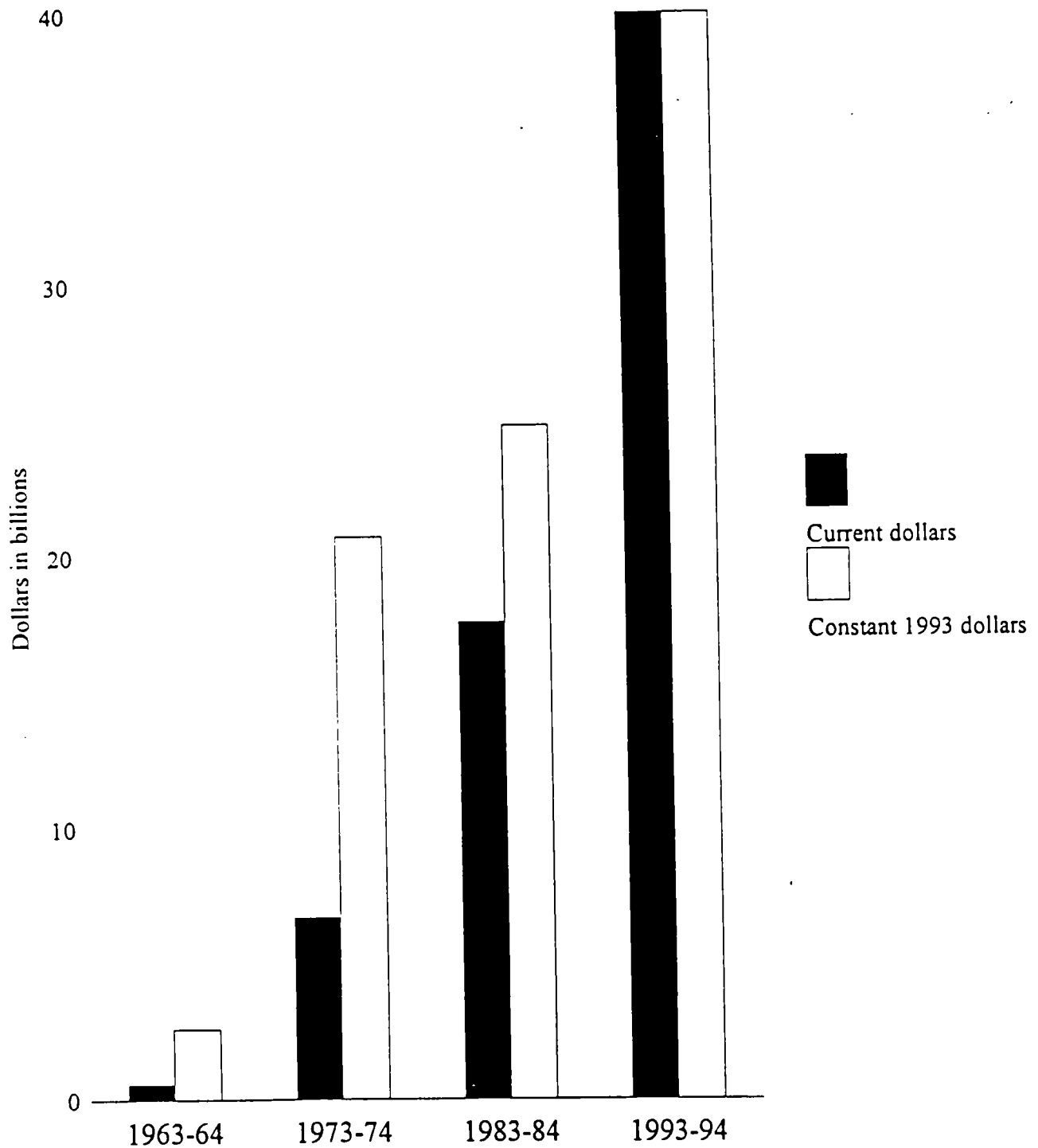
The foregoing review of history sets the stage for asking questions essential to any attempt to envision better aid policies in the future. We need to revisit first principles. Does the case for federal investment in higher education remain as valid today as it was in the 1960s and 70s? Are the goals discussed in this paper--access, quality, affordability--the right ones? If so, how should we define and operationalize them? Can we stem the policy drift toward a system that places more and more of the cost burden on students and their families? Should we? For all students? Some students? Which students? Do we need to strike a better balance between the values of equity and quality? If so, how? Do we have the right set of programs in place to get the job done? How can we reduce the system's complexity from the point of view of students, parents, and administrators?

These questions are just for starters. Other commissioned papers will provoke discussion in Charleston by presenting not only questions but blueprints for the future. To the extent that such discussion ultimately helps to sharpen policy and make the system more coherent and effective, the federal aid programs will be in a stronger position to compete for scarce resources, contribute to the country's economic future, and sustain the American promise of opportunity into the 21st century.

Lawrence E. Gladieux is executive director for policy analysis of the College Board, a national association of schools and colleges that provides testing, financial aid, guidance, training, and other services to the education community. He has built the reputation of the Board's Washington, DC office for reliable analysis of trends and issues in higher education finance, student aid, education reform, and college admissions. He is editor of Radical Reform or Incremental Change? Student Loan Policy Alternatives for the 1990s (The College Board, 1989) and co-author of Congress and the Colleges: The National Politics of Higher Education (Lexington Books, 1976).

Figure 1.

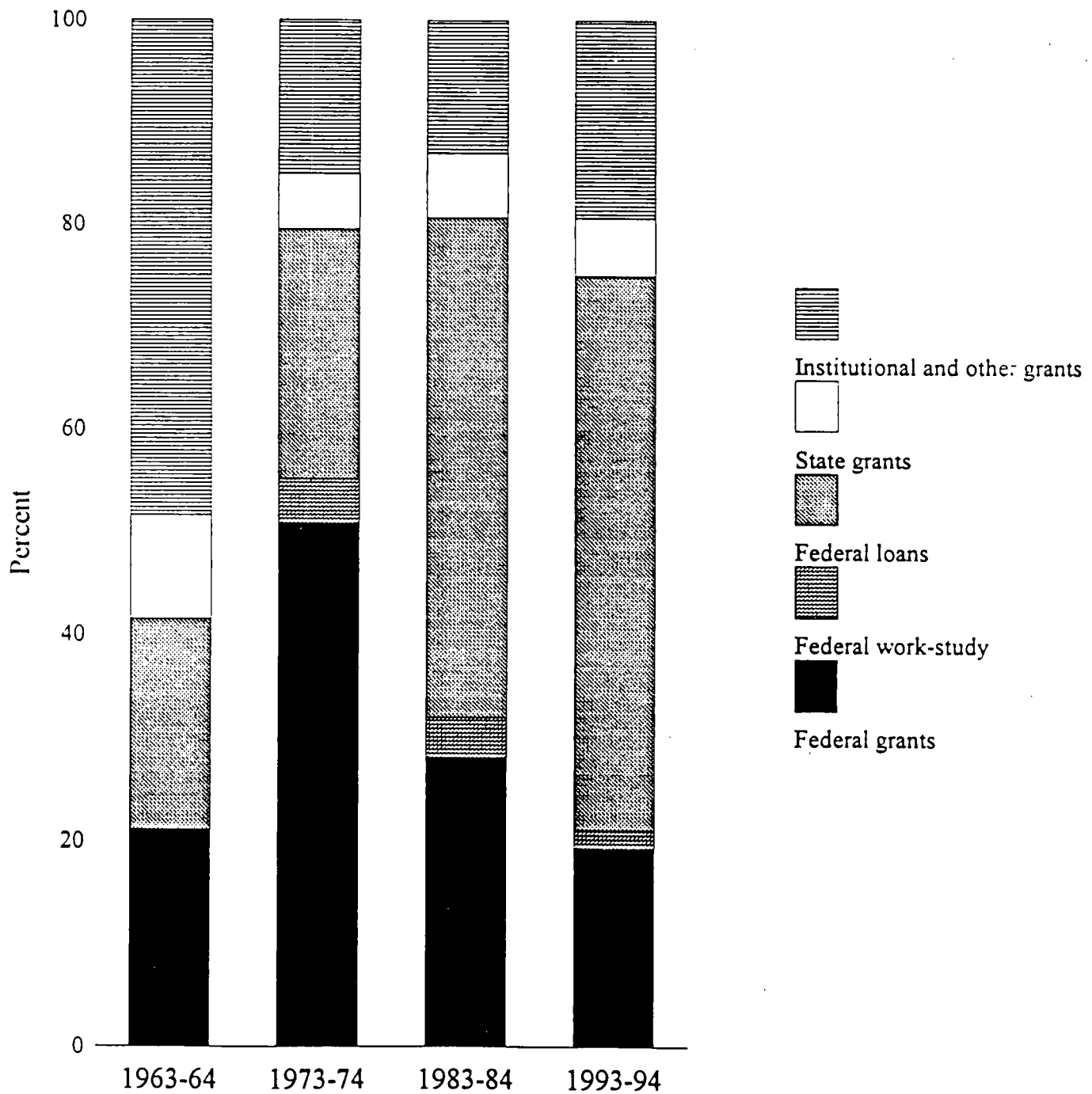
Amount of Aid to Postsecondary Students, 1963 - 1993



Source: The College Board, Trends in Student Aid: 1984 to 1994.

Figure 2.

Composition of Aid to Postsecondary Students, 1963 - 1993



Source: The College Board, Trends in Student Aid: 1984 to 1994

**Table 1. Aid Awarded to Postsecondary Students in Current Dollars
(in Millions)**

	Academic Year								Estimated	Preliminary
	1985-86	1986-87	1987-88	1988-89	1989-90	1990-91	1991-92	1992-93	1993-94	1994-95
Federally Supported Programs										
Generally Available Aid										
Pell Grants	3,567	3,441	3,736	4,471	4,768	4,910	5,777	6,177	5,652	5,650
SEOG	410	400	419	422	445	453	498	554	564	554
SSIG	76	73	75	72	71	59	62	71	72	73
CWS	656	629	635	625	663	728	760	780	771	760
Perkins Loans	703	763	805	874	903	870	868	892	919	972
Income Contingent Loans	0	0	5	5	6	6	5	5	0	0
Ford Direct Student Loans	0	0	0	0	0	0	0	0	0	1,737
(Subsidized Stafford Loans)	0	0	0	0	0	0	0	0	0	(1,089)
(Unsubsidized Stafford Loans)	0	0	0	0	0	0	0	0	0	(478)
(PLUS)	0	0	0	0	0	0	0	0	0	(170)
Family Education Loans	8,839	9,102	11,385	11,985	12,151	12,669	13,993	14,914	21,182	22,936
(Subsidized Stafford Loans)	(8,328)	(8,330)	(9,119)	(9,319)	(9,508)	(10,002)	(10,805)	(10,937)	(14,123)	(14,104)
(Unsubsidized Stafford Loans)	0	0	0	0	0	0	0	(323)	(2,033)	(7,139)
(SLS)	(269)	(520)	(1,830)	(2,015)	(1,835)	(1,710)	(2,022)	(2,375)	(3,477)	(32)
(PLUS)	(242)	(252)	(436)	(651)	(808)	(957)	(1,165)	(1,279)	(1,550)	(1,660)
Subtotal	14,251	14,408	17,060	18,455	19,007	19,694	21,963	23,392	29,161	32,681
Specially Directed Aid										
Veterans	864	783	762	724	790	679	876	1,037	1,192	1,410
Military	342	361	349	341	364	369	394	393	405	421
Other Grants	67	74	92	102	110	118	160	162	168	186
Other Loans	372	316	298	332	355	345	367	411	456	405
Subtotal	1,646	1,534	1,502	1,498	1,620	1,510	1,796	2,003	2,221	2,423
Total Federal Aid	15,897	15,942	18,562	19,952	20,627	21,204	23,759	25,395	31,382	35,104
State Grant Programs	1,311	1,432	1,503	1,581	1,719	1,860	1,968	2,125	2,375	2,665
Institutional and Other Grants	2,962	3,371	3,808	3,978	4,951	5,761	6,679	7,485	8,233	9,057
Total Federal, State, and Institutional Aid	20,169	20,745	23,873	25,511	27,297	28,825	32,406	35,006	41,990	46,826

Source: The College Board, Trends in Student Aid: 1985 to 1995.

Note: Data embargoed for public release until September 29, 1995.

**Table 2. Aid Awarded to Postsecondary Students in Constant 1994 Dollars
(in Millions)**

	Academic Year								Estimated 1993-94	Preliminary 1994-95
	1985-86	1986-87	1987-88	1988-89	1989-90	1990-91	1991-92	1992-93		
Federally Supported Programs										
Generally Available Aid										
Pell Grants	4,866	4,590	4,786	5,477	5,570	5,436	6,199	6,427	5,731	5,570
SEOG	559	533	537	518	520	501	535	576	572	546
SSIG	103	97	97	89	83	65	67	74	73	72
CWS	895	839	814	766	775	806	815	812	782	749
Perkins Loans	959	1,018	1,031	1,070	1,054	964	931	928	932	958
Income Contingent Loans	0	0	6	6	6	6	5	5	0	0
Ford Direct Student Loans	0	0	0	0	0	0	0	0	0	1,712
(Subsidized Stafford Loans)	0	0	0	0	0	0	0	0	0	(1,073)
(Unsubsidized Stafford Loans)	0	0	0	0	0	0	0	0	0	(471)
(PLUS)	0	0	0	0	0	0	0	0	0	(168)
Family Education Loans	12,056	12,141	14,584	14,681	14,196	14,028	15,015	15,518	21,480	22,613
(Subsidized Stafford Loans)	(11,360)	(11,112)	(11,681)	(11,415)	(11,108)	(11,075)	(11,594)	(11,381)	(14,321)	(13,906)
(Unsubsidized Stafford Loans)	0	0	0	0	0	0	0	(336)	(2,061)	(7,039)
(SLS)	(367)	(694)	(2,344)	(2,468)	(2,143)	(1,894)	(2,170)	(2,471)	(3,526)	(32)
(PLUS)	(330)	(336)	(559)	(797)	(944)	(1,059)	(1,250)	(1,331)	(1,572)	(1,637)
Subtotal	19,439	19,219	21,854	22,606	22,206	21,806	23,567	24,340	29,571	32,221
Specially Directed Aid										
Veterans	1,178	1,045	976	887	923	752	940	1,079	1,209	1,390
Military	467	481	447	417	426	408	422	409	411	415
Other Grants	92	98	118	125	128	130	171	169	170	184
Other Loans	508	422	382	407	415	382	394	428	462	400
Subtotal	2,245	2,046	1,924	1,835	1,892	1,672	1,927	2,085	2,252	2,388
Total Federal Aid	21,684	21,265	23,778	24,441	24,098	23,479	25,494	26,425	31,823	34,610
State Grant Programs	1,788	1,911	1,926	1,936	2,008	2,059	2,112	2,212	2,408	2,628
Institutional and Other Grants	4,040	4,496	4,878	4,873	5,784	6,379	7,166	7,788	8,349	8,929
Total Federal, State, and Institutional Aid	27,511	27,672	30,581	31,250	31,890	31,917	34,772	36,425	42,580	46,167

Source: The College Board, Trends in Student Aid: 1985 to 1995.

Note: Data embargoed for public release until September 29, 1995.

1. Skill Grants for Adults

- . The heart of your proposal is to transfer the resources from dozens of adult training programs and put a **Skill Grant** worth up to \$2600 in the hands of the individual. This would empower dislocated and disadvantaged workers who are unable to find new and better jobs through job search to spend this voucher, for example, at a community college learning whatever skills they choose to get ahead.

2. One-Stop Career Centers.

- . Your G.I. Bill proposed to consolidate adult job search and reemployment programs so that states working in partnership with the mayors and the private sector in each local labor market area would design and implement responsive One-Stop Career Centers to provide (a) good information and counseling to individuals on jobs, skills, careers, and education and training providers and (b) effective job search to match individual job-seekers with employer hiring demands.

3. School-to-Work for Youth.

- . You proposed that many vocational education and other youth programs be restructured to support your basic School-to-Work principles, with funds flowing through the SEAs and LEAs to fund additional support for your proposed reform of secondary schools and the pathways to careers and college.

4. Funding

- . You proposed major increases in funding for Skill Grants, One-Stop Career Centers, youth programs built around School-to-Work, consistent with your commitment to greater federal investment in expanding educational opportunity for all Americans.

Status of House-Senate Conference on G.I. Bill for America's Workers

1. SKILL GRANTS

- . House Bill: Requires that States design and implement a system to provide vouchers to dislocated workers and disadvantaged persons who can't find new or better jobs with job-search assistance. Accepts your basic position that resources should be placed directly in the hands of individual so that they can make their own choices.
- . Senate Bill: Gives only lip service to your basic proposal for Skill Grants. Authorizes but does not require states to design and to implement a system of training vouchers. Any training, whether through vouchers or otherwise, is completely optional. The Secretaries are authorized to offer an incentive reward to states that establish a voucher system for training adults.

2. ONE-STOP CAREER CENTERS

- . House Bill: Includes strong one-stop career centers, supported by local public-private work-force boards. Embraces your position that such provide the basis for a constantly improving market-responsive system of education, training, and job search based on vouchers and informed choice of individuals.
- . Senate Bill: Requires states to design one-stop careers centers to provide information, counseling and job search. Does not require local workforce board. Does not provide any requirement for training -- through vouchers or otherwise -- for dislocated or disadvantaged workers who can not find new or better jobs with their current skills.

3. SCHOOL-TO-WORK

- . House Bill: Adopts the principles of School-to-Work (without using the name) but makes no provision for continuation of the School-to-Work seed capital grants. Job Corps remains as a totally separate program, but Summer Jobs is folded into the youth block grant as a permissible (but not required) activity.
- . Senate Bill: Adopts School-to-Work principles (and name) for consolidated youth block grant. Requires states which have School-to-Work seed capital grants to continue the activities and transformation promised in their approved School-to-Work plan in implementing the youth portion of their workforce plan. Separate funding streams are provided for at-risk youth (to be based on School-to-Work principles) and for Job Corps.

4. FUNDING LEVELS

- . House Bill: Cuts the authorized levels 30% below current appropriation levels and sends all funds through the Governor. Provides Governors with discretion to "flex"

(i.e., transfer) 10% of funds between the youth-education block grant and the adult-training block grant.

- . Senate Bill: Cuts the authorized levels 20% below current appropriation levels but requires that youth education funds go through SEAs and LEAS. Also permits governors a 50% "flex" between the youth-education and adult-training block grants, with governors authorized to use half of this "flex" -- at total of 25% of all federal youth and adult workforce funds -- available to prop up failing firms with "economic development " retraining grants.

DRAFT 2/4/96

JOBS AND EDUCATION PARTNERSHIP

DESCRIPTION OF THE PROPOSED WORKFORCE DEVELOPMENT SYSTEM:

LAKE, ORANGE, OSCEOLA, SEMINOLE, AND SUMTER COUNTIES

INTRODUCTION - The charter development working committee convened by the Economic Development Commission of Mid-Florida and its five subcommittees have collaborated to propose a new workforce development system for the five-county region of Lake, Orange, Osceola, Seminole, and Sumter counties (hereafter in this document referred to as the local workforce region).

Hallmarks of the design are:

- it eliminates unwarranted duplication of services and maximizes limited resources;
- it directs limited workforce development dollars toward populations most needing service;
- it supports high-wage, high-skill jobs in Central Florida;
- it supports public/private partnership;
- it is based on an equity ownership of all providers in the system;
- it is designed to support the measurement of results and to enable providers to change to improve results if necessary;
- it supports all four components required by the Governor in the workforce development system: One-Stop Career Center System, School to Work, Welfare to Work, and High Skill/High Wage Jobs;
- it provides an innovative One-Stop Career Center System design that draws upon primary providers of each needed service to eliminate unwarranted duplication, while incorporating the creativity and experiences of other providers who are partners in the system to ensure that services are designed and delivered in an optimum manner;

- it provides for flexible, local direction by the workforce development board that will have the authority to alter the assignment of primary providers to ensure that performance benchmarks are met and/or exceeded;

- it is innovative, and it allows for continued innovation at the direction of the workforce development board to be created for the five-county region;

- it does not try to reinvent the wheel, recognizing service excellence that currently exists and building on that excellence by extending the service to additional populations; and,

- it assumes that confidentiality issues that have plagued partnership efforts in the past will be resolved to enable providers to use common records for participants.

SERVICE PROVIDER MATRIX AND CUSTOMER FLOW CHART

The charter working committee was charged with the development of the matrix and a customer flow chart depicting the delivery of services.

The local workforce development system is proposed to operate according to the attached customer flow chart and matrix. The matrix is a guide to eliminate unwarranted duplication; it is not intended to interfere with quality customer service when it becomes appropriate to serve a customer at a particular point of entry to the system.

SERVICE PROVIDERS

The working committee has assigned one or two providers a primary role in service delivery in order to eliminate unwarranted duplication of services. While other providers may be contracted by the primary provider to assist in service delivery or consulted in the design, delivery, and evaluation of the service, the primary provider will bear the responsibility for the efficiency and effectiveness of the service.

Initially, responsibilities for the services are recommended to be assigned to the providers as indicated on the attached matrix. This designation may be changed by the local workforce development board as needed to meet local and state benchmarks for performance.

The matrix provides for different roles for the providers as follows:

Primary Provider: Primary providers are designated for the workforce education and workforce employment components of the system. (See the top two lines of the attached matrix.) The primary provider is the agency charged with responsibility to ensure that the service assigned is carried out. The primary provider may carry this out by providing the service directly or by subcontracting all or part of the service to another provider.

The primary provider of one-stop center functions must plan for and implement the assigned function in consultation with the partners indicated on the matrix with the letter X. These partners will all contribute to the plan for the service, ensuring that the plan enables participants to participate in all services available and appropriate for him or her.

The letter X on the chart includes agencies which are potential sites for one-stop center locations as well as agencies that should be consulted in designing and delivering one-stop center services.

In providing for both workforce employment and workforce education activities, the primary providers will consult other providers in designing services and draw upon their resources in service delivery.

Joint Primary Providers - In a few instances, two agencies are designated as joint primary providers. (See the top two lines of the attached matrix.) In these cases, the expertise of both partners is needed if the service is to be appropriately delivered.

Providers - In some cases, one provider is indicated for a service for a specific population.

Joint Providers - In some cases, two or more providers are indicated for a service for a specific population, for example, both Schools and Community Colleges have responsibility for educational services for persons with Limited English Proficiency. In the case of workforce education, this is necessary to acknowledge differences in responsibilities according to existing agreements. For example, the responsibility for different levels of technical education differs among the counties according to their institutional agreement within each institution's service delivery area. In the case of workforce employment, this acknowledges the roles of the agencies serving as locations for One-Stop Career Center System or whose services will be accessed via the one-stop center.

One-Stop Career Center System - The one-stop career center system will oversee the delivery of workforce employment services and will be linked to workforce education to enable students to take advantage of career planning and job

search/placement resources of the One-Stop Career Center System. The one-stop system will include multiple physical locations and utilize electronic networks to ensure access to all services via the one-stop locations. Locations recommended for One-Stop Career Center System include technical education centers, community college campuses, Jobs and Benefits offices, Private Industry Council facilities, and Health and Rehabilitative Services offices. Others may be added to ensure access to the region's population.

The one-stop center administrative entity will be named by the local workforce development board. According to the CAREERS Act, "the local workforce development board (shall) establish or designate an integrated career center system (one-stop center) in the workforce development area of such board." The administrative entity will be responsible for providing services directly and/or contracting for services with other primary providers. The charter working committee recommends the initial designation of primary providers indicated on the matrix on the Primary Provider/Workforce Employment (WEM) line. In the charter development process, the working committee may wish to recommend one or more options to the Workforce Board for its consideration in naming the administrative entity for the one-stop center system.

LEVERAGING OF FUNDS

The customer flow chart and matrix are constructed to take maximum advantage of the capacities of existing providers, while linking these together into one workforce development system. This design leverages the funds of existing providers to yield results not possible with workforce development block grants alone.

LINKING WORKFORCE EDUCATION AND WORKFORCE EMPLOYMENT

To achieve this, the flow chart depicts the workforce education and workforce employment service components and the linkages that meld these into one workforce development system.

For example, students in the school districts, private schools and colleges, and community colleges will continue to be advised by professionals paid by those systems. However, the One-Stop Career Center System will enable students and their counselors to be linked electronically to the one-stop center, enabling them to access its databases and information about jobs. This is an effective and efficient way to enable the future workforce to take advantage of the one-stop services. Colleges and schools, and other agencies and institutions, can become extensions of the one-stop career center at very little cost to workforce development funds.

This strategy directs existing education dollars to support the workforce development system and effectively merges the efforts of the educational and employment services components of workforce development.

SUPPORT FOR THE FOUR COMPONENTS OF FLORIDA'S WORKFORCE DEVELOPMENT SYSTEM

The customer flow chart supports the four components required in Florida's workforce development system: School to Work/Tech Prep; Welfare Reform; One-Stop Career Centers; and High Skill/High Wage Jobs.

Workforce education dollars will continue to support Tech Prep and School to Work for all students. Also, educational institutions will continue to work in partnership with the private sector to provide training needed to upgrade the skills of existing workers, enabling companies to expand. These efforts both link to high skill/high wage jobs. By providing education to the targeted populations served by the One-Stop Career Centers, educational institutions will support achievement of benchmarks for those populations.

Workforce employment dollars will support the One-Stop Career Center System, supporting education, training, and placement of the targeted populations including the unemployed, dislocated workers, and persons leaving public assistance. These centers will be linked electronically to schools and colleges, enabling every student to take advantage of the resources of the One-Stop Career Center System. The One-Stop Center System will support high skill/high wage employment goals as well.

Thus, the workforce development system has two major components to which federal and state funds will flow. They are depicted below:

WORKFORCE EDUCATION

Federal Policy

- Youth 24 and under
- Adults not requiring employment assistance

State Policy

- School to Work (includes Tech Prep)
- High Skill/High Wage Jobs

Target Populations

- Youth
 - At-risk
 - Economically disadvantaged
 - Native American
 - Individuals with disabilities
 - Current workers
 - Illiterate
 - Drop outs
 - Limited English Proficient
 - In-school youth
- Adult
 - Current workers
 - Illiterate
 - Underemployed (below potential)
 - Older workers
 - Limited English Proficient
 - Veterans
 - Economically disadvantaged
 - Migrant/Seasonal Farm Workers
 - Native American
 - Individuals with Disabilities

WORKFORCE EMPLOYMENT

Federal Policy

- Adults requiring employment assistance

State Policy

- One-Stop Career Center System
- Welfare to Work
- High Wage/High Skill Linkages to Performance-Based Incentive Funding

Target Populations

- Offenders
- Under poverty level employed
- Unemployed
- Native American needing assistance
- Individuals with disabilities needing assistance
- Long term unemployed
- AFDC recipients
- Dislocated workers
- Homeless
- Migrant/seasonal farm workers
- Older workers needing assistance
- Veterans needing assistance
- Economically disadvantaged needing assistance
- Displaced Homemakers
- Drop-outs/out of school

Timeframe for Implementation - It is anticipated that portions of the funds required to launch the new system will be available July 1, 1996. However, the planners recognize that the system may not be fully operational until the federal workforce development legislation has been passed and all targeted federal funds made available to the system.

Also impacting implementation timing will be the need for staff development among provider agencies. The new system represents a significant change in the way that educational and employment services are delivered, and staff must be prepared to deliver services under the new system.

DUPLICATION: WARRANTED AND UNWARRANTED

The working committee recognizes that unwarranted duplication should be eliminated. Unwarranted duplication consists of two agencies offering the identical service to the same individuals where supply exceeds demand, wasting resources. However, certain duplication of services is viewed as warranted due to the large number of individuals being served, the geographic distances involved in the district, and the special needs of certain members of the populations targeted. In these cases, certain populations will receive the service from one agency, and certain populations from another. For example, scarce workforce development funds should not be used to provide assessment to students in schools or community colleges. However, persons seeking assistance in obtaining employment through the One-Stop Career Center System will be provided assessment through the primary provider of that service for the One-Stop Career Center System.

HONORING OF EXISTING EDUCATIONAL AGREEMENTS

In order to prevent duplication of service among educational providers, the committee recommends that existing inter-institutional agreements regarding program offerings be honored. The existing process for approving these agreements should continue to be used in the future.

Currently, these agreements provide for the following responsibilities:

(ADD EXISTING AGREEMENT INFORMATION HERE)

DEFINITIONS

The charter working committee recommends the attached definitions for the populations to be served and the core services to be provided. The definitions are offered as a guide. Federal and state statutory or regulatory definitions will be followed when applicable.

EXAMPLES OF EFFECTIVE WORKFORCE DEVELOPMENT PROGRAMS

VALENCIA COMMUNITY COLLEGE

Several outstanding Valencia programs fit very well into President's Clinton's vision as it was articulated in his State of the Union address. These exemplify the central role that community colleges can and should play in addressing the nation's workforce development goals. Brief summaries are attached.

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Assessment, Training, and Placement of Displaced Martin Marietta Employees

Valencia Community College is the subcontractor under a U. S. Department of Labor grant to provide assessment, training, and placement services to the employees of Martin Marietta who have been laid off due to defense spending cutbacks.

This innovative and highly successful program is a wonderful **example of how a community college can provide these assessment and training services to the specifications of local business and industry**, resulting in job placement and satisfied employers. The program is on-going, and to date, over 1,200 persons have enrolled. Of these, over 800 have completed career skills workshops, over 500 enrolled in additional skill training at many levels in 53 different educational institutions, and 640 have been placed in jobs.

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High Tech Training for Persons with Disabilities

Valencia's award-winning and federally-funded Center for High Tech Training with Disabilities trains severely disabled persons for careers in computer programming and computer assisted design. Designed and directed by a local business advisory council, students are trained to meet the exacting specifications of local high technology employers, leading to a very high job placement rate and employer satisfaction.

This program moves people from public assistance (SSDI or SSI) into jobs that enable them to contribute as taxpayers. 75% of each class is on public assistance. Those who are employed upon entering the program move from an average incoming wage of \$85.50 per week to an exit wage upon job placement of \$434/week.

The program is an excellent example of a training program that in less than one year moves people from tragic circumstances and public dependency into new lives as productive citizens. The model should be considered as the President looks at effective means of moving people off welfare and other forms of public assistance.

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Valencia Independence Program (VIP)

The Valencia Independence Program, jointly sponsored by Valencia Community College and the Florida Department of Labor and Employment Services, provides specialized educational and support services to enable recipients of Aid to Families with Dependent Children (AFDC) to successfully pursue college education and to develop the job-related skills that will enable them to secure and hold jobs, with the ultimate aim of enabling them to become self-supporting individuals. Through the program, the participants are able to obtain an associate in science degree or certificate leading to placement in employment in the local job market.

The Valencia Independence Program enrolls at least 20-35 AFDC/Project Independence participants in all three sessions of the academic year. Before enrollment, Project Independence staff screen and assess each potential participant to determine eligibility and educational potential. Project Independence also certifies these individuals for daycare services.

Each participant referred to the program must: be an AFDC recipient or eligible dependent; have a high school diploma or have attained a GED; satisfy admission requirements of Valencia; be enrolled full-time in a vocationally-oriented program of study and satisfactorily complete 75% of courses per academic year; apply for and be eligible to receive Title IV/State assistance as determined by an approved need analysis to cover the cost of tuition, lab and special fees; maintain 25 hours per week in classroom or supervised study if receiving day care (20 hours if not); maintain class attendance and document any missed classes; complete an agreement of understanding and commitment to completing a vocational program.

Participants enrolled in the Valencia Independence Program receive the following services:

1. Assessment of academic skills - Valencia administers the ASSET test given to all persons registering for the first time in order to assess the academic skills of the participants.
2. Assessment of vocational interest - Valencia receives the results of the TABE test administered by Project Independence, and utilizes the vocational assessments instruments available at Valencia for use in advising and counseling the participants. In addition, Valencia administers vocational assessments provided through the contract and/or through Valencia and bills Project Independence on a per student basis according to the regular college rate for these services.
3. Tutoring and remedial services - Valencia provides these services through the tutoring centers located on the individual campuses students are attending according to the individual needs of each student, and bills Project Independence on a per student basis according to the regular college rate for these services.

4. Educational, personal and career counseling - Valencia's Career Center assists the project counselor in providing career assessment and counseling, and these services are billed to Project Independence on a per student basis at the regular college rate for these services.

5. Follow-along while enrolled in the Valencia Independence Program - The counselor funded by the grant coordinates the services of the team composed of the Career Center personnel, the Tutoring Center personnel, the college counselors, the Project Independence Job Developer and the faculty for each participant on a case by case basis. Regular individual meetings are held with each participant, and a weekly schedule of activities determined and monitored for each participant.

The counselor and/or academic advisors work individually with the 35 participants weekly to establish their 20-25-hour schedules, to review their class attendance record, and to assist in identifying problems and securing any services needed. The counselor tracks all program participants and provides monthly feedback to Project Independence regarding participant attendance, accomplishments, problems and status in addition to daily interaction with participants and State of Florida case management staff.

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Student Success Program

This national award-winning program is highly successful with at-risk students whose career goals require an associate degree or beyond, but who have entry skills below college-level in reading, writing, and/or mathematics, who are first-generation college students, or who had low GPA's in high school.

Over 2,000 students take a Student Success Course each year, coupled with an offer of mentoring by 100 volunteer faculty. The Student Success Course enables the student to complete an educational plan that helps identify their interests and learning style, focus on career possibilities, and understand the value of past work experience and its tie to current goals.

Over 85% of these students are retained compared to 60% for the general population. The retention rates carry forward as the students move into the upper division at the university, with those who took the Student Success Course in the first year persisting at the same higher rate at the four-year institution.

This program was developed with the aid of funding from Title III, Part A of the Higher Education Act, which is the key source of federal support for colleges to tackle major institutional problems and develop their own local capacity to solve them. It is important that funding for the Title III program be maintained in the federal budget for the U. S. Department of Education since no other source of funds, including funding derived from student financial aid, provides this type of support.

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TECH PREP

Valencia Community College is part of a national award winning Tech Prep program in partnership with Orange and Osceola county schools. The program enrolls over 7,000 students in 17 high schools and 36 technical programs. Last year, it was selected by the American Association of Community Colleges for the national Tech Prep award.

Of the students enrolled, 26% are economically disadvantaged, 18.5% are educationally disadvantaged, and 9.8% have limited English proficiency. Females comprise 58.7% of those enrolled, while 21.1% are Hispanic and 19.9% are African American. Sixty-seven percent have a GPA of under 3.0. These students represent the middle majority.

The Orange/Osceola/Valencia Tech Prep Consortium won one of 10 federal grants to demonstrate the integration of academic and vocational curricula through the Carl Perkins Act National Programs funding program. The model curricula under development will be shared nationally to assist others in creating applied learning experiences that support the integration of academic and vocational curricula.

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VALENCIA COMMUNITY COLLEGE

Programs and Services for Workforce Development

"As a partner, Valencia enters into and stimulates cooperative relationships with local businesses and industries, public agencies, civic groups, and educational institutions as it seeks to assist in the economic development of central Florida. These relationships are maintained through professional advisory committees, a carefully articulated curriculum, and the expertise of faculty, staff, and students. These partnerships foster a cooperative community effort as Valencia and central Florida prepare to meet the 21st century."
(From the Valencia Community College Mission Statement)

FOREWORD

The Senate of the 104th United States Congress has passed the Workforce Development Act of 1995. A similar bill, the CAREERS Act, has passed the House of Representatives. Conference committee action is underway on the two bills, which are expected to consolidate nearly 200 education, training, and employment state and local federally funded programs into a single, unified system for job training and training related activities.

Several outcomes of this action are anticipated, including: reduced duplication of expenditures to operate programs and services; strengthened localized economic development initiatives; encouragement for business/industry and education to jointly improve workforce development programs for youth and adults; transition of welfare recipients to gainful employment; more accessible information about job preparation and training through One-Stop Centers; and initiated accountability measures and fiscal incentives to increase the academic and vocational skill levels of current and future employees.

WORKFORCE DEVELOPMENT GOVERNANCE

The federal legislation is expected to require the Governor to designate a state-level Workforce Development Board with majority membership represented from business and industry. The Governor of Florida has asked the Jobs and Education Partnership of Enterprise Florida to consider how it might assume that role. The Florida Senate's Select Committee on Social Services Reform, chaired by Senator Toni Jennings, is addressing workforce development with an eye on the federal block grants and will issue recommendations.

It is anticipated that the federal legislation will provide for local Workforce Development Councils to be established for local market or service delivery areas, with majority membership also coming from business and industry. Rick Tesch of the Economic Development Commission of Mid-Florida has been asked by the Jobs and Education Partnership to convene a meeting of representatives from Lake, Sumter, Orange, Osceola and Seminole counties to consider the composition of the local workforce development board. A proposal for the geographic region to be served is to be submitted to the Jobs and Education Partnership by November 27, 1995.

POSITION STATEMENT

The District Board of Trustees of Valencia Community College has recommended that, as one of its top legislative priorities at the federal and state levels, the community college play a central role in the new workforce development system. Likewise, the Council of Presidents of Florida's Community Colleges has proposed that Florida's 28 community colleges be placed at the heart of the new workforce development model in Florida. Valencia is prepared to work cooperatively with the Economic Development Commission of Central Florida and other educational, employment, and social service providers to establish the local workforce development region and plan to serve the region that eliminates unwarranted duplication and maximizes the use of taxpayer dollars. Valencia would also be pleased to provide support to the planning efforts of the Senate Select Committee on Social Services Reform.

Programs Offered by Valencia Community College

Valencia Community College, dedicated to the premise that quality educational opportunities are necessary to build economic growth, provides a diversity of courses and programs to meet the workforce development needs of the community. Specific career programs are offered which prepare individuals for high wage, high skill employment in the community upon completion of the Associate in Science Degree, continuing professional education courses, or activities that meet the requested needs of the community in the areas of technical education and upgrading of professional skills.

Located in Orlando, Florida, Valencia is a fully-accredited, multi-campus, postsecondary institution serving over 55,000 residents of this rapidly-growing region annually. The college provides a broad range of associate degree programs, continuing professional education programs, certification and recertification programs, and other services to residents of Central Florida.

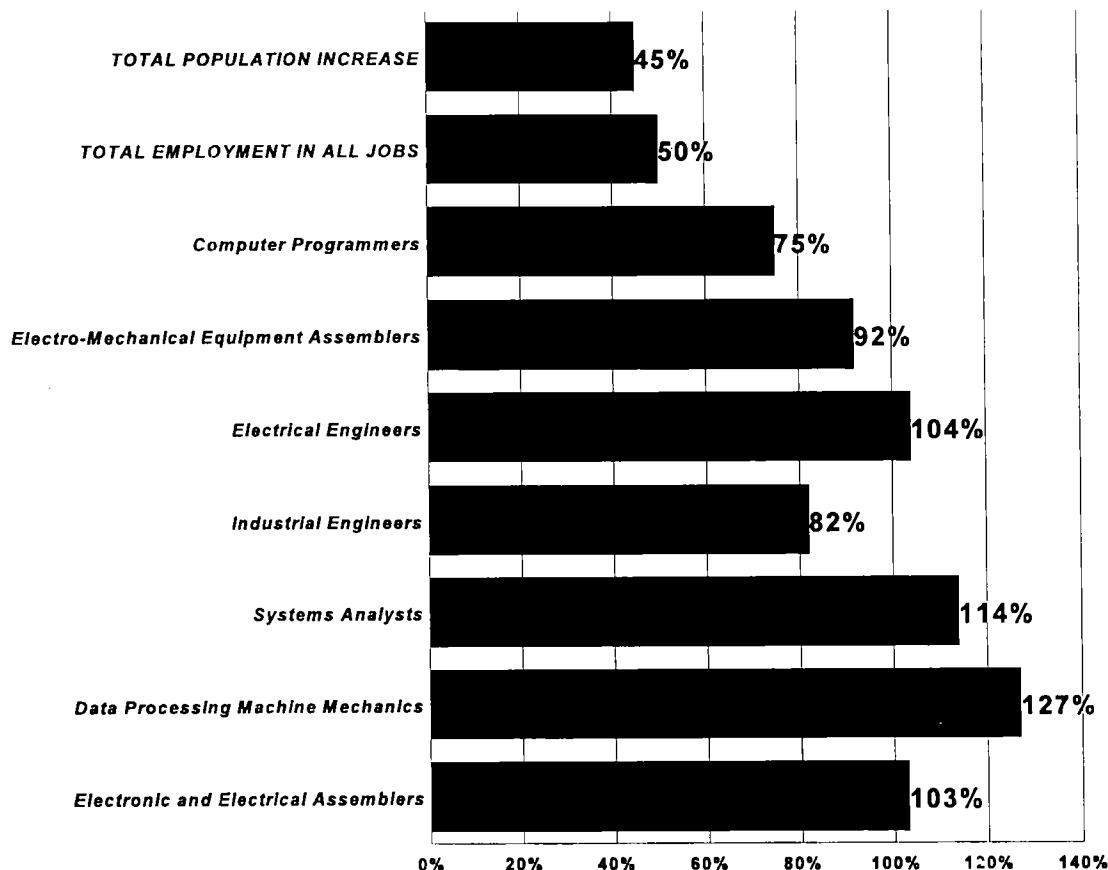
A.S. Degree Programs. Valencia offers the Associate in Science degree which requires a minimum of 60 college credit hours. Each Associate in Science

degree program consists of a major which includes a core group of courses in the area of specialization and a core of general education courses. The A.S. degree programs prepare students for careers that require study beyond high school but not requiring a four-year degree. The programs currently offered are:

Accounting Technology	Graphics Design Technology
Business Administration and Management	Hospitality Management
Building Construction Technology - Architectural and Building Construction	Land Surveying Technology
Building Construction Technology - Civil	Laser Electro-Optic Engineering Technology
Cardiovascular Technology - Invasive	Legal Assisting
Computer Integrated Manufacturing Technology	Medical Laboratory Technology
Computer Programming and Applications	Nuclear Medicine Technology
Criminal Justice Technology	Nursing, R.N.
Diagnostic Medical Sonography	Office Systems Technology
Dental Hygiene	Office Systems Technology - Legal Secretarial Technology
Drafting and Design Technology	Office Systems Technology - Medical Secretarial Technology
Electronics Engineering Technology	Office Systems Technology - Word Processing Technology
Emergency Medical Technology - EMT (Certificate)	Office Systems Technology - Office Systems Specialist (Certificate)
Emergency Medical Services Technology	Paramedic Technology Specialization (Certificate)
Environmental Science Technology	Radiation Therapy Technology
Film Production Technology	Radiography
Financial Services	Real Estate Management
Financial Services - Banking	Respiratory Care
Fire Science Technology	Theater and Entertainment Technology
Graphic Arts Technology - Management	

Employment in high-tech industries in the area grew by 114% during the past decade, compared to a 40% growth rate for the nation, according to the Florida High Technology and Industry Council. The Florida Department of Labor and Employment Security has projected that, during this decade, the jobs in the Central Florida area that includes Orange and Osceola Counties will increase in key fields. Valencia offers A.S. degree programs, as noted above, to prepare graduates for jobs in these key fields, which are noted in the following chart:

Projected Job Growth in Central Florida, 1990 - 2000



Special Populations. Special populations served by Valencia include: educationally and economically disadvantaged youth and adults; Native Americans, minorities and women; welfare clients in transition to work; persons with disabilities; dislocated workers; underemployed workers; single parents; single pregnant women; and non-native English speakers.

Articulation Agreements. Valencia currently enjoys articulated agreements with all high schools and technical centers in Orange County and Osceola County. For students seeking transfer upon completion at Valencia, articulation agreements are in place with all of the institutions of the State University System and the following private institutions: Rollins College, University of Tampa, Clark College, Bethune Cookman College, Tuskegee University, and Talladega College.

Business and Industry Advisory Committees. All of Valencia's technical education programs have an advisory committee made up of business and industry professionals. The advisory committees provide information to program directors

on the content of curriculum, specific needs of the business and industry, and employment outlook for students. Many representatives provide internships and assist with equipment needs.

Career Centers. Valencia's campus-based Career Centers support students who seek to position themselves in the workforce by offering services that help clarify their personal goals, career goals, and occupational awareness. Career assessment and counseling services, occupational and college researching, and resume writing programs are available to students.

Center for High Tech Training for Individuals with Disabilities. A national model for training students with severe disabilities for careers as computer programmers or computer assisted design and drafting operators, the Center enjoys a high profile among postsecondary institutions. The Computer Programmer Training (CPT) and Computer Assisted Design and Drafting (CADD) programs at Valencia Community College are offered by the Center for High-Tech Training for Individuals with Disabilities. The goal of the Center is to provide training and support services for individuals with severe disabilities that lead to high rates of completion and job placement. Over the past eleven years, an average 91% of program graduates have been placed in high-demand jobs, which indicates the quality of the design of the academic programs, the services that are available to students, and the effectiveness of the Center's model for facilitating the transition of accommodations to the workplace. In the past five years alone, over 150 individuals with severe disabilities have received postsecondary training for careers.

Continuing Professional Education. The college offers over 300 courses per semester to meet the needs of individual students or groups of students interested in upgrading occupational skills. Skills upgrading occurs primarily in these five areas: health and counseling education, business and industry, computer training, office systems technology, and career development.

Customized Courses for Business and Industry: Corporate Services. The Office for Corporate Services provides education and training for business and industry. Each business has a corporate services account manager assigned to assist in determining the educational and training needs of their business. This demand-oriented approach is designed to deliver to business and industry the educational programs best suited to their individual needs. Services include: on-site courses (credit and continuing professional education), customized course development, schedule flexibility and specialized services. Courses and/or programs were conducted on-site for the following 190 employers from May 1994 through October 1995:

ABC Liquors	Delta Orlando Resort	Law Enforcement Training Systems
Dr. Frank Addabbo	Denny's Restaurant	Lee Road Radiology
Allied Discounts Tires	Thomas Denson, DDS	Lockheed Martin
American Legion	Developmental Services, Inc.	Lynda Stape
AT&T	Disney Institute	LYNX
Armstrong Lock and Security	Diversified Human Services	Maguire, Voorhis and Wells, P.A.
Bell South Mobility Partnership College Network	EDS/Newtrend	McCoy Federal Credit Union
Bishop Moore High School	First Presbyterian Church of Orlando	Dr. Robert McFadden
The Bridge	Florida Sentencing Alternatives	Donald McGee, MD
British Airways	Florida Gynecological Group	Mechanical Services, Inc.
Buena Vista Palace	Florida Department of Corrections	Dr. Moates
Butterfield's, Etc.	Glenbeigh Health Services	Modern Welding
CCS Technology Group, Inc.	Good Shepherd	Northwestern University
Center for Infertility	Great Clips	Orange County Government - Construction Administration
Center for Drug Free Living	Greater Orlando Aviation Authority	Orange County Government - Sheriff's Department
Central Florida Assoc. for Children and Adults	Harcourt Brace	The Orlando Clinic
Central Florida Investments	Harold Coe, MD	Osceola County Stadium and Sports Complex
Central Florida Press	Harry Eisenberg, MD	Osceola YMCA
Charlene McLachlan	Health Central	Parkside Hair
Charles Graham, DDS	Hertz Corporation	Peabody Hotel
Chatham Steel Corporation	Home Depot	Planet Hollywood
Child Care Resource Center	Human Systems Associates	Post, Buckley, Schuh and Jernigan
Children First	Interim Health Care	Price/COSTCO
Children's Home Society	Island One	Dr. Shirin Rawji
Chrysler Corporation	ISS Landscaping	Reedy Creek Energy Services
Circle K Corporation	Jazzercise	St. Charles Catholic School
Comair	Kaplan	St. Germain Chiropractic
Darden Restaurants	Kissimmee Nissan	St. John Vianney Catholic Church
David Weekly Homes	Kissimmee/Osceola Co. Chamber of Commerce	St. Luke's United Methodist Church
Dayron, Inc.	Kissimmee Utility Authority	Sea World

Sheraton-Florida Mall	Sunbelt Living Center	TRI-Overton Management Services, Inc.
Signature Flight Support	SunTrust	UAW/Chrysler
SmithKline Beecham	Super-8 Motel	UNISOURCE
Southeastern Survey	TASC/Human Services Associates	Universal Studios
State of Florida	Time Warner Cable	Walt Disney World/Reedy Creek Energy
Dr. Stockton	TLC Labs	Dr. Michael Watkins
Sun Health	Triangle Divers	
	Trinity Lutheran School	

Develop A Curriculum (DACUM). The DACUM process is an occupational analysis performed by expert workers in an occupation. Research is conducted among expert workers listing the duties and tasks they perform in their work. These tasks are analyzed by the faculty and advisory groups of the district. The outcome of the DACUM process is improved curricula that better prepares graduates for success in the workplace. The improved curriculum which emerges as a product reflects Valencia's ongoing commitment to providing the workforce needed by local businesses to compete in the global marketplace. There are 15 trained DACUM facilitators at the college.

Displaced Homemakers Program. This project assists women as well as men who seek to make the transition into careers after spending time away from the workforce or academic environment. Students are counseled on financial management, academic and study skills, family issues, and career development planning topics so that barriers to employment are lessened.

Dual Enrollment. Valencia, Orange County Public Schools, and Osceola District Schools cosponsor appropriate college credit courses for high school students. Cosponsored courses are selected to avoid unnecessary duplication and assure that the Valencia courses are complementary to the high school curriculum and creditable toward the high school diploma. Courses eligible for dual enrollment are expanding beyond arts, humanities, communications, mathematics, sciences, and social sciences offerings to further include technical education courses. Presently, an unduplicated headcount of 856 students participate in the dual enrollment program.

Economic Development Industry Quality Teams. In order to assist the college in developing an "outside-in" approach to relevant instructional delivery, six quality teams are composed of 120 staff members from all areas of the college. These teams research the educational needs of the business community and recommend programs and curricula to prepare students for available high wage, high skill jobs. These six teams reflect the six targeted growth areas as designated by Orange County and the Economic Development Commission of Mid-Florida.

English as a Second Language. Valencia offers English as a Second Language classes at the low-intermediate and high-intermediate levels in writing, reading, structure, and speaking/listening. Services are coordinated with the Orange County Adult Education ESOL program for students who need basic English as a Second Language instruction. The program helps to integrate non-native English speakers into the academic environment and into programs that prepare them for employment or advanced study.

Gender Equity Program. Valencia's Gender Equity Program works with local community organizations to identify and recruit culturally diverse individuals to encourage their enrollment in high wage, nontraditional technical education programs. The programs provide group and individual support (tuition, textbooks, child care, and activities) to encourage student retention and completion. The program works closely with the college's Displaced Homemaker Program. Many activities and services are jointly coordinated by both programs.

Hospitality & Tourism Institute. To meet the ever-demanding needs of the tourism industry in Central Florida, Valencia has worked with over 150 business leaders to develop a model unlike any in the nation which will provide numerous tourism options for students, including internships at Walt Disney World Resort, Universal Studios, and other businesses. These internships at the same time provide qualified employees dedicated to company success. Options for students include an Associate in Arts degree with a major in Hospitality & Tourism Management, Associate in Science degree in Hospitality & Tourism Management, Awards of Achievement in specialized areas, and companion continuing Professional Education courses. All programs begin in January 1996 except the new Associate in Arts degree which will begin in the fall session 1996.

International Programs. The Office of International Business Programs conducts seminars and classes which develop the knowledge and skills necessary to enter the international business arena. The program targets international trade and assists businesses with specific training needs. Courses are taught by experienced consultants in a variety of fields, including banking, international law, import/export policies, and worldwide marketing. Counseling and other services are available to students through the International Offices on Valencia campuses. In addition, this office is responsible for one of the 11 Linkage Institutes (FLORICA) connecting Valencia with Florida State University and Costa Rica to enhance cultural, educational, and economic relationships between partner members.

Lockheed Martin Corporation Dislocated Workers Project. Valencia provided career assessment, retraining, job search, and job placement services for 1,200 Lockheed Martin Corporation employees who were dislocated as a result of defense downsizing. Participants were provided with counseling and skills assessments and then referred to Valencia and other institutions for career training and education. The courses ranged in length from 30 to 120 days and focus on seven specialized

fields which would better enable the dislocated worker to use his or her skills in a new work environment. General education courses in mathematics and English were also available, as was management instruction in such areas as human factors, entrepreneurship, and total quality management.

Manufacturing Technology Center. Valencia is a participating member of the Florida Manufacturing Technology Center, which is a non-profit organization with the mission of accelerating manufacturing competitiveness. Services provided by Valencia to small manufacturers in the area include direct consulting, training, industry networking, process demonstration, and technology access and development. By working with industry to identify problems inhibiting manufacturing capacity or effectiveness, the Center helps enact solutions that improve the region's economic climate.

Military and Civilian Personnel Re-entry Into the Workforce. In partnership with four other postsecondary institutions, Valencia is developing a pilot project for the U.S. Department of Defense to assess and train personnel separated from military installations affected by base closures and realignments. The project is being piloted in Jacksonville and Orlando with nearly 1,800 participants. Participants are offered: *job analysis* to determine required skills for existing jobs; *individual career management* to devise career plans based on skill and aptitude assessments; *job readiness and job training* to fill gaps between present skills and those required for desired jobs; and *job placement* to match the retrained worker with jobs related to the individual's career plan.

PAVE (Promoting Access in Vocational Education) Program. This project supports vocational programs, services, and activities designed to eliminate gender bias and gender role stereotyping in vocational education through the operation of enrollment and awareness activities. Activities are supported through a Perkins Act grant received from the Florida Department of Education.

Performance Based Incentive Funding Program. Valencia participates in the state's effort to maximize tax dollars to meet employment needs in high wage, high skill areas. This year, the college earned incentive funds of over \$140,000 because of training and education offered and cooperative partnerships developed with strategic businesses in the college district.

Project Independence. Jointly sponsored by Valencia and the Department of Labor and Employment Security, this program provides educational and support services that enable AFDC recipients to obtain the associate in science degree or certificate, leading participants to successful job placements. Each year, approximately 30 students are served by the program. Participants are assessed to determine their eligibility and educational potential. The program assists them during the enrollment process and provides continuous support during the academic year with instructional, guidance, counseling, and remedial services in order to

facilitate completion of their programs of study. An Occupational Education Counselor works intensively with each participant from the point of referral to completion of their educational program. Upon completion, job placement assistance is coordinated through the Department of Labor and Employment Security.

Project REWARD (Re-Entering Education With a Real Determination). This project provides single parents, displaced homemakers, and single pregnant women with marketable skills through vocational training. Enrollment, retention, and completion strategies will focus on training leading to employment in high-wage occupations. Activities are supported through a Perkins Act grant from the Florida Department of Education.

Reach-Out Program. The primary objective of the Reach-Out Program is to increase the number of low-income, educationally disadvantaged students in grades 6 through 12 who, upon high school graduation, are admitted to and successfully complete postsecondary education. These participants are students who otherwise would be unlikely to seek admission to a community college or state university. Valencia's program serves students in Orange and Osceola County schools.

Quick Response Program. Coordinated through the Florida Department of Commerce, the Quick Response Training program is a statewide economic development initiative designed to encourage business expansion or relocation to the State of Florida. Supported by the local economic development commission, interested businesses work in partnership with training providers to design and deliver specialized job skills training and to create new permanent, quality employment opportunities for Florida residents. Valencia offers its services as a training provider to businesses in the Central Florida area. Valencia's Quick Response partners have included major companies such as Charles Schwab, Inc., REACH program in Osceola, and Oracle Corporation.

School-to-Work Initiative. Valencia, Orange County Public Schools, Osceola District Schools, the Private Industry Council of Central Florida, the Economic Development Commission of Mid-Florida, local business and industry, and community and government agencies, have agreed to collaborate to create a model school-to-work system. The results of this system will be increased workforce preparation and placement in high skill, high wage jobs through work-based learning experiences, the integration of academic and vocational curricula, postsecondary study, and career planning for all students in Orange and Osceola counties, including those with special needs.

Projected outcomes include increased enrollment, graduation, retention, completion, articulation, and job placement rates for in-school and out-of-school youth; increased active involvement of business and industry in curriculum design, skill validation, identification of mentors and work experience sites, and evaluation,

leading to increased employer satisfaction and success; increased knowledge (students, parents, teachers, counselors, advisors, administrators, business and industry) of current trends in local economic development and how they relate to secondary and postsecondary educational course selection, career choices, and successful employment; and increased cooperation among educational entities, the private industry council, the economic development commission, business and industry, community agencies, service agencies, parent and student organizations, unions, and local government.

These objectives will be accomplished through a comprehensive system of strategies in the areas of public relations, professional development, counseling and guidance, support services, school-based learning, work-based learning, worksite development, placement, and evaluation. These strategies will be based on the analysis and identification of needs followed by the creation of new approaches and the implementation of current successful models operated by members of the partnership. Targeted educational programs will be based on locally-identified labor market needs and state occupational forecasting information in career areas such as tourism and hospitality, health care, high technology, sports, construction, information services, finance and insurance, and human and social service.

Skills Certification. All students enrolled in allied health programs and Fire Science Technology must pass State board examinations for licensing. These degree programs are coordinated with local health care agencies, the State Department of Education, and all pertinent state and national certifying Boards to ensure that all skills and information necessary for licensing are included in each curriculum. Completers of programs in Valencia's Tech Prep Initiative consistently score at the 90th percentile and above.

Summer Youth Training and Employment Program in Office Systems Technology. Operated with the support of the Private Industry Council of Central Florida, this Valencia program recruits 50 economically-disadvantaged youths (ages 16-21) to participate in an eight-week summer college exploration program. Activities include classroom training in office systems technology and career and life planning, in addition to work-related experience on campus. Upon completion of the program, the students will earn nine credit hours and will possess skills which will enhance their college education or render employment in an entry-level office position.

Tech Prep: the Orange-Osceola-Valencia Tech Prep Consortium. The Tech Prep program features a specialized curriculum for high school students that consists of the integration of science, communication, mathematics, and technical education courses. The program gives students the option to follow a sequenced program of study which better prepares them to advance into postsecondary study and into careers. Tech Prep provides an avenue for middle majority students, traditionally enrolled in unfocused general education programs, to pursue career-

oriented goals which include postsecondary education.

Serving two counties and 17 high schools, the Orange-Osceola-Valencia Tech Prep Consortium has received state and national recognition for the quality of curriculum integration achieved, active involvement of the business community, outreach to students, and creative assessment options that move students into postsecondary programs. Tech Prep is four years of high school linked with two years of postsecondary education that lead to an Associate in Science degree and/or a two-year certificate.

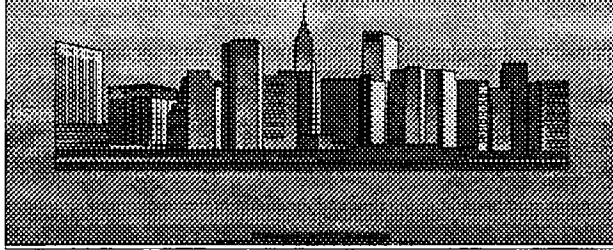
Technology Innovation Center at McCoy. This center is dedicated to increasing the knowledge, skills, and abilities of industries and employers in current and emerging technology and techniques that will increase productivity and competitiveness. The center offers career assessment services that serve managers and skilled persons in making career transitions.

Telecourses. Valencia offers telecourses for credit in such areas as biology, business, psychology, and humanities via local television and cable outlets. The broadcasts enable thousands of students to take advantage of education and training in the comfort of their homes who might not be able to take advantage of educational opportunities otherwise because of geographic constraints or disabling conditions. In addition, these courses are offered at convenient times for the working person who must care for children in the evenings and cannot attend on-site classes.

Small Business Today is a 13-episode magazine series that is broadcast over local cable systems. The series presents topics about starting and growing businesses by introducing viewers to 26 different small business owners. The programs offer business owners and aspiring business owners valuable resource information on sales, marketing, the law, technology, and telecommunications.

Workplace Learning & Placement Office. Valencia's partnerships with business and industry include offering paid and non-paid work experience programs for students enrolled in select technical degree programs. Internships and practicums are available in such areas as theater and entertainment technology, graphic design, film production technology, allied health fields, business, and hospitality and tourism. Workplace learning is a program that combines classroom learning with practical, on-the-job experience. The experience enables the student to apply the theory and skills learned in the classroom at the workplace.

Building the Central Florida Economy through Workforce Development



The New Workforce Development System

Solutions for YOUR Company

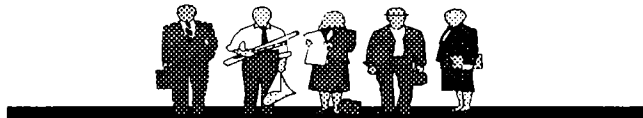
February 1996

Pending Federal and State Legislation Will:

-
- ▶ **Make public dollars available at the local level (estimated at \$150 million for our area)**
 - ▶ **Place local business and industry in control of the dollars**
 - ▶ **Create programs that solve your human resources problems**
 - ▶ **Support local economic development**

**Perhaps one of these
statements rings true for
you...**

**"As a small business, I cannot afford
an office of staff development and
training yet my employees require
skill upgrading."**



**As a large company, my training and
development staff are overwhelmed
in meeting the need to upgrade
employee skills."**



"Some of my current employees lack certain skills or knowledge needed to perform well in my company, such as the ability to adapt quickly to change, to define and solve problems, or to communicate effectively."



"Some recent college or high school graduates aren't ready to apply what they have learned on the job."



"Recruitment is costly and time consuming, and often doesn't yield the right person for the job."



"My company has experienced lay-offs and cut-backs, and we have been challenged to offer needed services to employees being dislocated."



"My company has expansion plans that can only be realized if I am sure that I can hire well-trained employees."



Solutions lie in the new federal and state workforce development legislation that has two components:

- ▶ **Workforce Education**
- ▶ **Workforce Employment**



Workforce Education:

- ▶ Provide staff training and development programs to your company through funds available through a new local workforce development board comprised of a majority of business and industry representatives.
- ▶ Improve the readiness of high school and college graduates to meet the demands of your workplace from day one.

Workforce Employment:

- ▶ Consolidate existing services to the unemployed, dislocated workers, and persons leaving public assistance programs into a one-stop center approach, cutting regulations and reducing administrative costs.
- ▶ Provide vouchers to qualified persons needing training that can be used at community colleges, vocational technical centers, and private educational providers to gain the training needed to secure a job.

Basic provisions of the federal law:

- ▶ Consolidate nearly 200 programs
- ▶ Create state and local workforce development boards
- ▶ Improve flexibility, cut regulations
- ▶ Place control at the local level
- ▶ Rely on business and industry to drive the system

Why Block Grants & Consolidation:

- ▶ **GAO Report: 154 workforce development programs.**
- ▶ **Programs administered by 15 agencies.**
- ▶ **Combined spending of \$25 billion.**
 - **Resulting in overlap, inconsistencies and duplication.**

Block Grants . . . (continued)

- **Much greater flexibility**
 - **States, local educational agencies, counties, municipalities, etc. determining where and how they will spend the funding.**
 - **No more one size fits all mentality or straight-jacket approach by federal government.**



Role of Governor



- | | |
|---|--|
| <ul style="list-style-type: none"> ▶ Appoints representatives involved in the collaborative process. ▶ Designates local workforce development areas. ▶ Authorizes criteria for selection of members for local workforce development boards. ▶ Has final authority over state plans. | <ul style="list-style-type: none"> ▶ Submits state plan to Governing Board. ▶ Negotiates and enters into agreements with local partnerships with regard to workforce employment activities. ▶ May establish a state workforce development board or local workforce development boards. |
|---|--|

Category

State Governing Body (continued)

H.B. 1017

S. 143

- | | |
|--|--|
| <ul style="list-style-type: none"> • Function: • develop biennial strategic plan • performance measures • integrated career center system • identify occupations & training needs • program oversight • other duties assigned by the governor | <ul style="list-style-type: none"> ► Function: ► advise governor on the development of system ► develop performance indicators ► link between private sector & system ► assist Governor in implementation |
|--|--|

Category

Local Collaborative Board

H.B. 1017

S. 143

- | | |
|--|--|
| <ul style="list-style-type: none"> ► Membership: majority of business/industry; individual(s) with disabilities; reps of education (nominated by regional or LEAs, voc. ed. institutions, or postsecondary institutions), CBOs, employees and veterans. | <ul style="list-style-type: none"> ► Membership: majority of private sector in substate area; rep of local secondary schools and postsecondary education institutions; 1 or more individuals with disabilities. |
|--|--|

Category

Local Collaborative Board

H.B. 1017

S. 143

- | | |
|--|--|
| <p>► Local Workforce Development Board:</p> <ul style="list-style-type: none"> ■ develop plan ■ performance measures ■ integrated career center system ■ identify occupations in demand ■ program oversight ■ other duties assigned by the governor. | <p>► Local Partnership: (LWDB Optional)</p> <ul style="list-style-type: none"> ■ develop plan ■ assist in facilitating agreements between governor & local partnerships ■ oversee operation of one-stop ■ submit annual progress report to Governor. |
|--|--|

Appointment to Local Workforce Development Board

- ▶ **H.R. 1617**
 - **The Governor...is authorized to establish criteria for use by local chief elected officials in the workforce development area, in the selection of members of local workforce development boards.**

State of Florida Preparation

- ▶ **Governor's Executive Order**
- ▶ **Enterprise Florida - Jobs and Education Partnership**
- ▶ **Senate Select Committee on Social Services Reform - Sen. Jennings**
- ▶ **Linkage to Welfare Reform**
- ▶ **\$1.5 billion dollars - represents 20% cut**
- ▶ **Approximately \$150 million locally**

Governor Chiles' Executive Order 95-468

December 1995

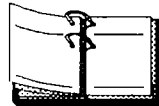
- ▶ **Jobs and Education Partnership = State's Human Resource Investment Council**
- ▶ **To create a workforce development system with key elements:**
 - **One-Stop Career Centers**
 - **School-to-Work**
 - **Welfare to Work**
 - **High-Skill/High-Wage Jobs**

**Economic Development
Commission of Mid-Florida, Inc.
Ted Hoepner, Chairman
Rick Tesch, President**

- ▶ Convener of 5-county Central Florida planning group:
 - Orange, Seminole, Lake, Osceola, Sumter

Schedule of Activities

- ▶ December 1995 - local workforce district decided - 5 counties
- ▶ February 12, 1996 - Meet with business and industry at SunTrust to present plan for approval - chaired by Ted Hoepner
- ▶ Spring 1996 - Complete charters for local workforce development boards
- ▶ July 1996 - implement



Central Florida Impact

- ▶ Employers
- ▶ Departments of HRS, Labor
- ▶ Public Schools
- ▶ Private Industry Councils
- ▶ Community Colleges
- ▶ Child Care Providers
- ▶ Other service providers

**How will the system solve
your human resources
problems?**

- ▶ **Applications may be made to the local board for funding for specialized training for your employees.**
-

- ▶ **Services to unemployed persons will be centralized in a one-stop center system, making it easier for your company to connect to the right employee for your job opening.**
-

- ▶ **The One Stop Center system can provide training and education to new and expanding companies, helping to build the local economic base.**
-

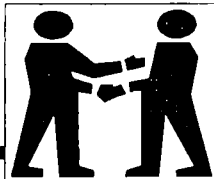
- ▶ **More students in the school system and community colleges will be prepared for high wage, high skill jobs.**
-

- ▶ **Tech Prep and School to Work partnerships with the public schools will improve the readiness of future graduates to do the job for your company from day one.**
-

- ▶ **Administrative costs will be reduced and unwarranted duplication of services eliminated, making tax dollars go further to meet your needs.**
-

Primary providers for workforce education and workforce development will coordinate the services of all agencies, eliminating unwarranted duplication,

The new system is results-driven and controlled by business and industry.



**Your involvement on
February 12 will help
to ensure the system
meets your needs.**

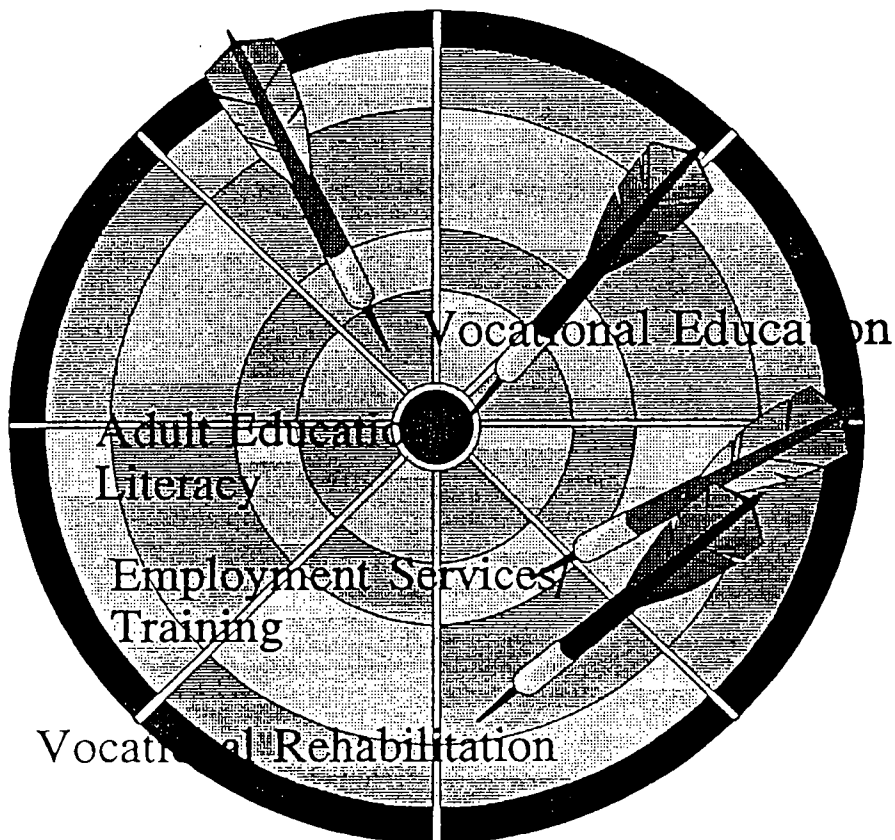




A CONCEPTUAL MODEL FOR WORKFORCE DEVELOPMENT

FLORIDA'S TWENTY-EIGHT COMMUNITY COLLEGES

On Target . . . for Economic & Human Resource Development



This conceptual working paper will likely undergo several revisions
prior to the start of the 1996 Florida Legislative Session
FOURTH REVISION 11/10/95

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PREFACE

This paper is offered as a preliminary "concept study" document on the future of workforce development in Florida. The document attempts to bring together components of workforce development, particularly those involving community colleges. It is based on the analysis of key elements in both the U.S. Senate workforce bill, (by Senator Kassebaum) and the U.S. House of Representatives workforce bill (by Representative Goodling.) It attempts to project and predict possibilities of workforce legislation in Florida and the role that Florida's 28 community colleges might play in a new plan.

This plan for an integrated employment and training services workforce development system, with community colleges in a pivotal role, may or may not match the exact needs of all community colleges or local communities. It is a "conceptual" model that assumes flexibility and a variety of options based on local needs and conditions. It also recognizes that several institutions are currently participating in some or all of the activities of a "one-stop" center concept, as defined by the pending federal legislation.

This document attempts to present an outline of the Florida community college's traditional role in workforce development, the State's evolving role and a general guide for a one-stop center operational plan. In addition, it examines the various components of both the U.S. Senate and U.S. House of Representatives proposed legislation and how these will impact any workforce plan developed by the Florida Legislature. Finally it presents, based on current federal and state proposals, how a governance structure for workforce development might work.

This paper is a product of the work by the Council of Presidents' Federal Relations Committee, the Council's Federal Relations Advisory Group, the Division of Community Colleges, the work of several Washington D.C. based analysts, assistance from the American Association of Community Colleges (AACC), the Association of Community College Trustees (ACCT), and other groups. Information from the Office of the Governor, the Florida Senate Select Committee on Social Service's Reform staff, Jobs and Education Partnership staff, local Private Industry Councils, local public school district staff and others has also been considered.

Florida's community colleges have always played a major role in workforce development and will, by necessity, play an important role in the future. This presentation presents "concepts" and "possibilities" for that future role. The Florida Community Colleges Council of Presidents, the Council's Federal Relations Advisory Group, and the Division of Community Colleges all have contributed to this study and all support the concept of enhanced involvement in workforce development by Florida's 28 community colleges.

THE NATIONAL WORKFORCE CHALLENGE

Throughout the past decade, government leaders at the state and national levels have devoted time and energy to evaluating the effectiveness of the American workforce's ability to deal with the challenges of emerging technologies, a redefined workplace, and the international competition within a global marketplace. At the same time, the term "reinventing government" has arisen in the context of reducing government spending and overhauling the legislative appropriation process for supporting education, job training, and employment services.

In 1995, the 104th United States Congress, through the Workforce Development Act and other proposed legislation, has developed plans to establish a single, unified system of job training and training-related activities by consolidating numerous federally funded state and local workforce development programs.

The expected outcomes of this action will likely include:

- reduced duplication of expenditures to operate programs and services
- strengthened localized economic development initiatives
- encouragement for business/industry and education to jointly improve workforce development programs for youth and adults
- transition of welfare recipients to gainful employment
- more accessible information about job preparation and training through One-Stop Centers; initiated accountability measures
- fiscal incentives to increase the academic and vocational skill levels of current and future employees.

A VISION FOR FLORIDA IN 1998

The Florida community colleges and the State Board of Community Colleges are committed to supporting economic growth and development in the State of Florida. Florida's community colleges have been quick to respond to the State's changing human resource and economic needs and have demonstrated exceptional fiscal and program performance outcomes. The State Board and the system's twenty-eight district boards of trustees advocate that the Florida Community College System be a "primary" player in the future comprehensive, statewide, workforce development system.

Florida's community colleges pledge to help improve the effectiveness of the State's workforce development programs and services through continued cooperation and collaboration

with state agencies, other educational institutions, local government, private industry councils, and various business/industry entities.

The vision for 1998 is that each of the twenty-eight community colleges will function as one of Florida's front-line **Workforce Development Education and Training Centers**. Each college can function as the leading provider of workforce education and training, and continue to join with regional business/industry to strengthen the economic competitiveness of the State of Florida and the twenty-eight local "substate" areas.

The Community College System will contribute to the elimination of **unwarranted duplication** of education, training, and employment activities and be built on a solid foundation of existing state agencies. Finally, this **market-driven, placement-based, community-managed, customer-focused, outcome-accountable model** will contribute to more **cost-effective** use of federal, state, and local **taxpayer dollars** at a time of declining resources available to improve the **competitive skill level** of Florida's workforce.

THE FLORIDA COMMUNITY COLLEGE SYSTEM

The Florida Community College System has emerged as a primary catalyst for economic growth and development in virtually every rural, urban, and metropolitan region of the State. All twenty-eight colleges, with their multiple branch campuses, provide a host of workforce development education, training, and related support services.

Florida Statutes, Chapter 240, Section 301, authorizes the system to "promote economic development for the state within each community college district through the provision of special programs."

The 1993 Master Plan for the Florida Community College System establishes the parameters for each community college to:

...develop approaches to identifying business and industry needs,
providing workforce training for enhancing economic growth,
offering customized and contract training for the business sector,
revitalizing the curricula to reflect new and emerging technologies,
and expand programs and services to promote workplace literacy.

Each year the Florida Community College System contributes to Florida's economy by:

- Providing education and training in 90% of the state's top 80 high-skill, high-wage, fastest growing occupations!
- Placing 80% of student completers of degree and certificate vocational/technical programs in careers for which they have been trained!

- Graduating highly skilled workers, who have scored over 87% on state and national professional licensure examinations!
- Contributing to the workforce, graduates who possess job entry-level competencies in critical thinking, problem solving, written and oral communication, computer usage, social and behavioral sciences, mathematics, and natural science!
- Training nearly 10,000 public safety and health care providers to serve the state's citizens!
- Offering adult literacy and English language education to more than 70,000 individuals currently employed or soon to enter the state's workforce!
- Enrolling more than 300,000 current and future workforce participants in supplemental vocational, job specific, and apprenticeship training programs!
- Admitting 60% of the state's minority high school graduates who begin education and training for entry into tomorrow's workforce!
- Transferring students to public universities for further professional studies in preparation for future employment in the state's economy(62% of upper division students begin their career training in the community college system)!
- Adding more than 40,000 associate degree & certificate employees as taxpayers who have average annual earnings ranging from \$19,220 (A.A.) to \$23,544 (certificate) to \$27,880 (A.S.)!
- Moving thousands of the state's citizens off welfare rolls to employment rolls through college workforce development programs such as Project Independence, JTPA, Adult Migrant and Seasonal Farmworker, Perkins Vocational, Jobs Opportunities and Basic Skills, Workplace Literacy, Displaced Worker, and Vocational Rehabilitation!

FLORIDA'S TWENTY-EIGHT WORKFORCE DEVELOPMENT CENTERS*

The workforce development matrix on pages 8-9 illustrates an example of the workforce development programs and services provided by Indian River Community College. This college and others in the system are primary or joint providers of programs and services, subject to Florida Statute or local agreements with public school districts.

Community colleges offer a seamless educational experience from adult basic skills in the college/vocational preparatory programs to point of entry into Florida's workforce or transition to third year in the State's University System. It is common for colleges to offer literacy education and English as a second language to Florida citizens who wish to enter education and training programs designed to prepare them for the high-wage, high-skill jobs

targeted in Florida's Occupational Forecast. All colleges in the system provide supplemental vocational education to those employees who need to upgrade occupational skills that are vital to maintaining Florida's business and industrial worldwide competitive marketing advantage. All colleges offer college degree and certificate programs designed to prepare the State's workforce for employment in Florida's leading wage-earning, high-technology occupations. Most colleges offer a wide range of postsecondary adult vocational, job-specific (non-college credit) to workforce trainees. In response to the workforce requirements of new and expanding business/industry, Florida's community colleges also create jobs and education partnerships to provide quick-start, customized employee job training.

Florida's twenty-eight community colleges, as referenced in the matrix, currently offer many workforce development **connecting activities** as advocated by the federal government to be made available through one-stop career centers. These activities or services have been necessary to support the delivery of human resources development programs such as the Perkins Vocational and Project Independence programs. Community colleges also coordinate work-based learning experiences for workforce trainees using on-the-job methods including apprenticeships, internship, and cooperative education.

All community colleges have the capability to contract with other workforce development entities to provide non-duplicative programs and services. When deemed appropriate, each college is also the recipient of subcontracts provided by business/industry, state/local public and private agencies, and economic development organizations.

The number of degree, certificate, and other program completers prepared each year by this System to help strengthen Florida's economy is impressive. Nearly eighty percent (79.3%) or 5,083 associate in science degree 1993-94 graduates entered the Florida workforce on a full-time basis according to FETPIP (Florida Education and Training Placement Information Program) outcome reports. In the same year, fifty-four percent (54.1%) or 7,359 associate in arts degree graduates also began full-time employment in the State or began upper level study or both.

* The twenty-eight centers correspond with the twenty-eight community college districts, which could serve as the service delivery areas for Florida's workforce development efforts.

WORKFORCE HIGHLIGHTS OF FLORIDA'S COMMUNITY COLLEGE SYSTEM'S PROGRAMS & SERVICES

Florida's 28 community colleges are positioned to take a leadership role in workforce development activities. All 28 institutions can provide:

QUICK RESPONSE to changes in local and regional labor market supply/demand characteristics, resulting in new programs for business and industry.

ONE-STOP CENTERS that cooperate and collaborates to provide outreach, intake, assessment, career counseling, education and training referral, financial assistance, job placement, and other transition-to-work referral assistance.

SPECIAL POPULATIONS SERVED include: educationally and economically disadvantaged youth and adults, veterans, Native Americans, migrant and seasonal farmworkers, welfare-to-work transition clients (Project Independence, Family Transition), individuals with disabilities, dislocated workers, underemployed workers, women and minorities, single parents, single pregnant women, non-English speaking persons, illiterate persons, the homeless and criminal offenders.

HISTORICAL COLLABORATIVE VENTURES designed to foster economic and human resource development have included: the Florida Department of Labor and Employment Security, Florida Department of Health and Rehabilitative Services, county/city commissions, chambers of commerce, economic development agencies, private industry councils, and business/industry.

TARGETED JOB TRAINING for students seeking high-wage employment and employers seeking high-skilled employees, with a planning focus on Florida's Occupational Forecast.

ON-THE-JOB-TRAINING including: apprenticeship, internships, cooperative education work-based learning paid experiences.

INTEGRATED METHODOLOGIES in academic and technical education programs, producing high-skilled graduates.

BUILT-IN FUNDING INCENTIVES for benchmark achievement: grantees of Florida's Performance-Based vocational/technical educational system.

ARTICULATED LEARNING EXPERIENCES between high schools and other colleges and universities, including Tech Prep and School-to-Work Programs.

ACCOUNTABILITY FOR RESULTS, as demonstrated by competency skill standards, licensure, successful job placement and other performance indicators.

INDUSTRY-SPECIFIC CUSTOMIZED TRAINING, including "just in time" training, as needed, for current and future employees.

WELFARE-TO-WORK jointly sponsored projects such as Project Independence/Family Transition Program and Services.

LOCAL ONE-STOP CAREER CENTERS

Over the past year and a half, representatives from community colleges, private industry councils, public school districts, various Florida departments and divisions, and local social service agencies have communicated, cooperated, and collaborated to conceptualize the organization and implementation of one-stop career intake, assessment, education and training referral, and job placement centers.

More recently, the Office of the Governor has projected One-Stop Career Centers to be the state's "initial customer-service contact system, offering every Floridian access, through service sites, telephone or computer network, " to the following services:

- * Job search, referral and placement assistance;
- * Career counseling and education planning;
- * Consumer reports on trainers and job placement providers;
- * Recruitment and eligibility determination for assistance;
- * Support servicing including child care and transportation;
- * Adult education and basic skill training;
- * Employability skills training;
- * Technical training leading to a certification and degree;
- * Filing for unemployment compensation benefits; and
- * Temporary income, health, nutritional and housing assistance.

In some localities, plans call for housing one-stop career centers on community college campuses; in other locations the intent is to select locations considered more central to the targeted populations to be served. In all model centers developed, planners have proceeded based on the premise that the location and staffing of centers will be a local decision, made by each of Florida's twenty-eight(28) local Workforce Development p Boards and within the parameters provided in Florida's Workforce Development Plan.

၈

TWENTY-EIGHT WORKFORCE DEVELOPMENT CENTERS																	PARTICIPANTS																
The following agencies are: Primary Providers (P) Joint Providers (J) Contracted Providers (C)	Non-Traditional Counseling	Financial Aid / Scholarships	Stipends / Grants	Tuition Waiver	College/Vocational Work Study	Child Care	Transportation	Dormitory / Food	Books, Uniforms, etc.	Health / Wellness	Rape Crisis	Drug & Alcohol Counseling / Testing	Support Groups	Mentoring	Financial Management	Community Awareness	AFDC Recipients	Food Stamp Recipients	At-Risk Youth	Individuals with Disabilities	Tenx Single Parent / Pregnant Women	Homeless	Dislocated Women / Homemakers	Dislocated Workers	Criminals & Youthful Offenders	Unemployed Adults	Veterans	Migrant Workers	Limited English Proficient	Native Americans	Illiterate Persons		
	J	P	P	P	P	J	J	P	P	J	J	J	J	J	J	J	J	J	J	J	J	J	J	P	J	P	J	P	J	J	J		
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ONE-STOP CENTER OPERATIONAL PLAN

An example of one local center's operational plan developed by a community college, private industry council, Project Independence, Jobs and Benefits, and HRS included the essential core services outlined in proposed federal legislation. This plan is currently being implemented and will be continually evaluated and adjusted to coincide with the provisions of Florida's Workforce Development Plan. It involves a variety of ongoing activities designed to facilitate the benefits of a one-stop-center.

1. Outreach and Recruitment:

Customer recruitment is conducted through all participating partner agencies. Partner agencies screen and refer potential customers to appropriate services.

Outreach and recruitment materials are being developed for the workforce development system. This task is being accomplished by a multi-disciplinary team of partner agency staff. Joint outreach and recruitment materials assist the system to establish an identity in the community and reduce the redundancy of separate outreach and recruitment efforts. An 800-number will be established for system outreach and recruitment purposes. Advertising, particularly for target groups or contracted programs, is conducted on an as-needed basis.

2. Needs Determination:

A needs determination to identify customer service needs is conducted for each individual interested in employment and training services. Project partners are able to assist customers in identifying their immediate needs and make a predetermination on whether training is an option for the individual or if immediate employment assistance is more appropriate. This component is intended to assist the customer to access appropriate services in an expedient manner thereby reducing customer frustration and "run-around." The needs determination process involves a paper and pencil survey instrument and a structured interview. Needs determination is accomplished at the Jobs and Benefits Offices, HRS locations, and the "one-stop" career centers. These locations provide a customer-friendly point of entry for individuals into the workforce development system.

3. Assessment:

An individualized and prescriptive approach to assessment has been implemented. Each individual served will be given a test of basic skills. The Test of Adult Basic Education (TABE) will be used for this purpose. This service will be provided at other sites on a regularly scheduled basis.

For customers requesting training and/or specialized job placement services, vocational interest and aptitude instruments are administered. Customer test results are used to assess their occupational interest and to help establish individualized career goals.

Assessment information is used to develop an employment goal for the customer. Assessment information becomes a significant part of the education employment plan and includes the employment goals, achievement objectives, referral, prior work experience, employability readiness, interests, aptitudes (including interests and aptitudes for nontraditional jobs), basic skills training needs, occupational skills training recommendations, supportive service needs, and recommended training for each participant.

4. Eligibility Determination/Intake:

Intake for Workforce Development (JTPA currently), Education, and Unemployment Compensation and Training Services is conducted at the centers and the Jobs and Benefits offices.

One of the many processes which are being reviewed and revamped is the Intake and Eligibility Determination System. A committee has developed an application which includes the information required by each agency and would be computerized to allow for ease of customer service. The plan is to have the various agency specific sections highlighted so that an individual who is applying for Jobs and Benefits services only will not be required to answer the various questions required for the Job Training Partnership Act (JTPA), Project Independence, etc.

5. Case Management:

The case management process begins at the point of customer intake and terminates upon the appropriate follow-up after job placement. The Case Manager is responsible for developing, implementing, and monitoring the activities and services leading to the customer's self-sufficiency. Case management provides the structure and support for the customers to use their own resources and those of the workforce development system toward attaining established goals.

6. Orientation:

An orientation explaining available services is provided for customers at designated locations. Orientation increases customer awareness of the requirements and expectations for the array of education, training, and employment services available. Orientation includes realistic information concerning service eligibility, service availability, and customer responsibilities.

Orientation will also clearly identify the ultimate expectation that the customer must meet following training completion--gainful employment.

The partners are investigating joint-use printed material and video tapes to assist in the orientation process. Whatever medium an individual site chooses to use for orientation purposes, consistency of information concerning customer expectations is maintained.

7. Adult Basic Education, Literacy and GED Programs:

Customers within the service area are referred to the college or the county school board for adult basic education (remedial course work), literacy tutoring and GED programs as needed concurrently with skills training. The goal is to make sure that adult and "out-of-school" youth are literate and have the knowledge and skills needed to compete in a global economy and exercise the rights and responsibilities of citizenship.

In another county, family literacy/education centers are being established at selected elementary schools to provide basic skills training, GED course work and life skills/parenting to parents in "at-risk" situations. These centers are a recruitment source for AFDC recipients and other target populations.

8. Employment-Related Services:

Coordinated job development and placement services are provided at the Job Placement Center located at the Jobs and Benefits Office in one locality and the Career Center in another. This is accomplished by providing various access points to a centralized job placement system which integrates the job development and placement services of Jobs and Benefits, the Private Industry Council, Project Independence, and the community college. An Employment Specialist monitors employment progress of individuals. Individuals are referred for additional assessment if necessary.

The job development and placement component located within the Jobs and Benefits office provides customers access to: on-the-job training, job seeking skills workshops, job development, a computerized job bank, the Professional Placement Network, specialized placement services for veterans, and job referrals.

Upon entry into the job development and placement portion of the system, a customer service representative assists in determining the services desired by the customer. Based on the application, an interviewer determines if the customer is eligible for JTPA services and/or unemployment compensation. At this time, the interviewer works with the customer to determine the most appropriate service. Options include a referral to the Education and Training Center or any and all of the services available at the Job Placement Center. These services include the following:

8.1 Job Readiness Workshops

Job Readiness Workshops include: resume preparation, interview skills, employability skills, job keeping skills, job search, labor market information, and other topics designed to assist the customer in obtaining and retaining a job. All Job Readiness Workshops will be integrated into a series, which will be conducted at the Jobs and Benefits Office, and designed to meet the needs of the customers. Staff from all partner organizations will be involved in the refinement of the workshops to meet the needs of their specific customers.

8.2 Professional Placement Network (PPN)

The Professional Placement Network is a job club for individuals that have been employed at the professional and managerial level. The group meets a minimum of twice a month and includes presentations on topics such as networking, how to identify transferable skills, and interviewing techniques. The Professional Placement Network provides a support group environment which is needed by the sometimes discouraged worker. This group also compiles resumes for distribution to employers. The partner agencies will work together to ensure that the PPN will meet the needs of all professional and managerial level customers. Changes and modifications to the existing format will be made on an as needed basis.

8.3 Job Listings and Job Referral

A computerized job bank is available through the Jobs and Benefits Office. This resource will be used in the job placement of all workforce development customers. Through the job bank, customers can review all available job listings, both local and out of the area. Based on the customer's interest and experience, job referrals will be made for various position openings.

8.4 Veterans Assistance

The Jobs and Benefits Office has staff designated specifically to serve veterans. This staff person will assist veterans with employment and employment-related services.

8.5 On-the-Job Training (OJT)

Available to eligible customers (e.g., Veterans, JTPA eligible, PI participants), OJT provides "hands-on" job training at an employer's site. Staff matches the customer's interests, needs, abilities and aptitudes to an OJT position. Staffs of partner agencies work together to identify and develop positions appropriate to the needs of the individual.

8.6 Post Placement Follow-Up/Follow-Along

Following placement in employment, job developers will follow up with the customer to facilitate success on the job. The amount of follow-up/follow-along will be determined on an individual basis. Follow-up and follow-along support may include a weekly or monthly phone call to the customer, contact with the employer, and/or direct intervention in conflicts that may impede continued employment. Not all customers will need follow-along services. Staff will provide these services for individuals who are most likely to need support in retaining their employment.

9. Rapid Response Team:

"On-Site" intake/case management services to address the immediate needs of persons affected by plant closings and/or downsizing is available within the workforce development

system. Re-employment counseling, job search skills training, retraining, and placement services are components of the delivery system for dislocated workers.

10. "Market-Driven" Skills Training:

These include, but are not limited to, the following:

- Short- term training supplied through various providers with placement and retention goals, including private providers and on-the-job training.
- Performance-based funding approved "career" courses at the community college represent new, emerging and expanding high-wage industries and related occupations that require less than a four-year degree.
- "Customized" training courses are developed at the community college's Florida Resource Center using the DACUM process. This process involves actual "workers" in the development of a matrix of tasks and skills that constitute a specific occupation. This matrix is transformed into an instructional plan.
- Apprenticeship programs are currently in Culinary Arts, Pastry, Child-Care, Electrical, and Plumbing. Other apprenticeship programs under consideration are the Construction and Machinist trades.

11. "One-Stop" Career Centers:

The concept of one-stop centers is not foreign to community colleges. Several have been putting such activities together over the last several years. The following outline illustrates how one comprehensive, multi-county district has begun to put together the essential elements of a one-stop career center. Although individual institutions and local governments might design a different plan, this is an example of how to bring workforce activities together to serve the community in a new and comprehensive manner.

Personal development and Job Readiness counseling, along with appropriate workshops are integrated into the overall one-stop center's program offerings. A supportive network is established at the beginning and throughout the customer's participation in workforce development activities at a one-stop center.

The following model for a one-stop center was effectively put in place through a collegial effort between Daytona Beach Community College (DBCC), the Volusia, Flagler, Lake - Private Industry Council, the Volusia County School District, the local Jobs and Benefits Office and the local Health and Rehabilitative Services (Project Independence). Services are strategically located throughout the community college district described below:

Eastside Career Center (ECC)

The Eastside Career Center is located on the Daytona Beach campus of the community college. The Center provides intake assessment and case management services for applicants in the eastern section of the county. Individual referrals for training, class-size training programs, basic skills remediation, GED preparation, Adult High School, English as a Second Language (ESL), career counseling, individual plan development and monitoring, and re-employment services are major components of the Center. The Center also houses the Golden Program which provides training and job placement services to economically disadvantaged senior citizens (aged 55 and over).

The Eastside site is the primary intake/case management operation center for workforce development services in the eastern section of the county. Five case managers handle case loads anticipated at a ratio of 1 to 80. The Center's location on the campus provides access to a variety of services and coordination with private-sector advisory councils and labor market data.

Westside Career Center (WCC)

Services in the western section of the county are available through the Westside Career Center which is located on the southwest branch campus of DBCC. This "one-stop" career center provides a comprehensive array of training programs and proactive services to eligible residents of the area provided by the Private Industry Council, community, and Jobs and Benefits. Adult basic education, English as a Second Language, Adult High School and GED classes are held at the Center. The WCC determines eligibility for services and administers vocational/academic, aptitude and interest instruments for career planning; a case management process is in place to develop individualized education/training plans and monitor student progress. Employer forums have played an important role in developing training programs offered on site in areas of *Business /Modern Office Technology, Health Services, and Computer Literacy*.

Job Placement Center

The Jobs and Benefits Center houses the job development and placement components, providing customers access to on-the-job training and JTPA, employability skills workshops, job development, the Job Information System (JIS) computerized job and jobs-related data bank, skills testing, the Professional Placement Network (PPN), specialized services for veterans, applicant screening and job referrals, and services to employers and businesses. Because of the location on and the leadership provided by the community college, access to and enrollment in market-driven skills training, further **compliments the array of services provided to the targeted groups.**

Additionally, with the co-location of Jobs and Benefits, Private Industry Council, and community college at this site, valuable exchange of information takes place between the associates of the partnership, creating a vital network for job development, training, and new/expanding business information. The co-location of the partners provides the ability to perform co-marketing visits and to develop joint marketing.

FLORIDA'S WORKFORCE DEVELOPMENT PLAN

In response to the anticipated action by the federal government this fall (1995), the State of Florida has begun the process of reorganizing its education, training and employment system and structure. Analysts in the Governor's Office, Enterprise Florida, and the Departments of Education and Labor began reviewing drafts of legislation to identify common elements that might cause changes in Florida's approach to workforce development. The Florida Community College Presidents' Council appointed the Federal Relations Committee to review all proposed legislation and to assist with the specifics of outlining possible future community college system involvement in the State's workforce development operation. As numerous individuals, groups and agencies have met, some common elements emerged regarding expectations of the service delivery system, what the outcome should be, and performance consequences.

The movement toward **design and decision making at the local level** continues to be the most desirable method of administering workforce education and training programs and the delivery of related support services. No unwarranted duplication of services should occur in order to minimize costs and increase service to customers. Federal, state and local resources should be leveraged to increase capacity and quality.

Emphasis must be on "outcomes" and not "process." These outcomes should be rewarded and conversely, nonperformance should not be rewarded or continued.

The State's plan, as envisioned by many, must embrace the enhancement of Florida's workforce skills so that our working population can perform at its best. The upgrading of our workforce is essential to Florida's economic competitiveness in the United States and throughout the world. Realistically, consolidation must occur as a result of numerous factors such as reduced funding and taxpayer attitudes. A key, shared goal is to be successful in moving target populations from public assistance roles to tax payer roles.

PLANNING & TRANSITION: 1995-1998

Proposed federal legislation provides for a state workforce development board, specified representation, and an appointment process headed by the Governor. The authority and responsibilities of this board are also outlined, beginning with the development of the 3-year state workforce development plan.

Proposed federal legislation provides for a local board or partnership structure, specified representation, and an appointment process involving nominations from local business/industry entities and appointments by "chief" elected officials. Membership on these local boards includes representation from specified targeted populations and provider agencies such as secondary and postsecondary education institutions. The authority and responsibilities of local boards are also outlined, beginning with the development of a local 3-year workforce development plan. This plan will be developed within the parameters set by federal legislation and the state workforce development plan.

Both the state and local plans must provide for transitional activities to shift from the current approach to workforce development to the federally designed approach to workforce development by the effective date of July 1, 1998. During this time, organizations including private industry councils, State Job Training Coordinating Council, Florida Council for Vocational Education, and state programs such as Project Independence and Family Transition will likely continue to advise and/or serve citizens. Measures will be needed to ensure that mandates on the use of federal funds, i.e. Perkins Vocational Education Act, are followed until otherwise allowed by the government. The designers of Florida's state and local plans must proceed such that education, training and employment services presently available to the state's youth and adult targeted populations are not disrupted. This caution must be observed as adjustments are made in Florida's delivery system to reduce duplication of effort and maximize the use of state and federal funds for the betterment of citizens and the economy.

The Florida Community College System has analyzed the proposed federal legislation, reviewed the extent of its current involvement in the state's workforce development process and compared the state's existing strategic economic initiatives with the key characteristics being considered by the federal government. Florida's performance-based incentive funding of targeted high-wage, high-skilled occupational education programs is consistent with provisions for incentive funding in the proposed legislation. Florida's current approach to job placement accountability, the analysis of labor market information, school-to-work, tech prep, welfare-to-work, and other practices are also consistent with the purpose and intent of national action to reform the delivery of workforce education, training and employment services.

RECOMMENDATIONS FOR GOVERNANCE AND STRUCTURE

The Federal Relations Committee of the Florida Community College System Presidents' Council has attempted to conceptualize the State's Workforce Development System based on the information presented in this paper. A viable option for the flow of authority and organizational structure of Florida's future Workforce Development System appears will develop as the state plan begins to emerge.

Florida's community colleges are committed to helping "design the State's workforce development strategy, recommending and promoting a workforce development system that is market-driven, placement-based, community-managed, customer-focused and outcome accountable."

Each local community college is ready to develop charter proposals that will address existing workforce development components including One-Stop Career Centers, School-to-Work, Welfare-to-Work, and High-Skill/High-Wage Jobs Programs.

Florida's community colleges have played the historical leadership role in workforce development and stand ready to continue that role within any structure that seeks to serve the citizens of Florida.

CONCLUSION

Florida's community colleges are ready and willing to play a leadership role in the state's workforce development future. This is the historic and traditional role of the Florida Community College System. It is our belief that we are poised to help Florida move into the 21st century with a qualified, well-trained workforce and that we will all benefit in a better future.

COMMUNITY COLLEGES

I. *COMMUNITY COLLEGES ARE THE ECONOMIC ENGINE OF THE FUTURE*

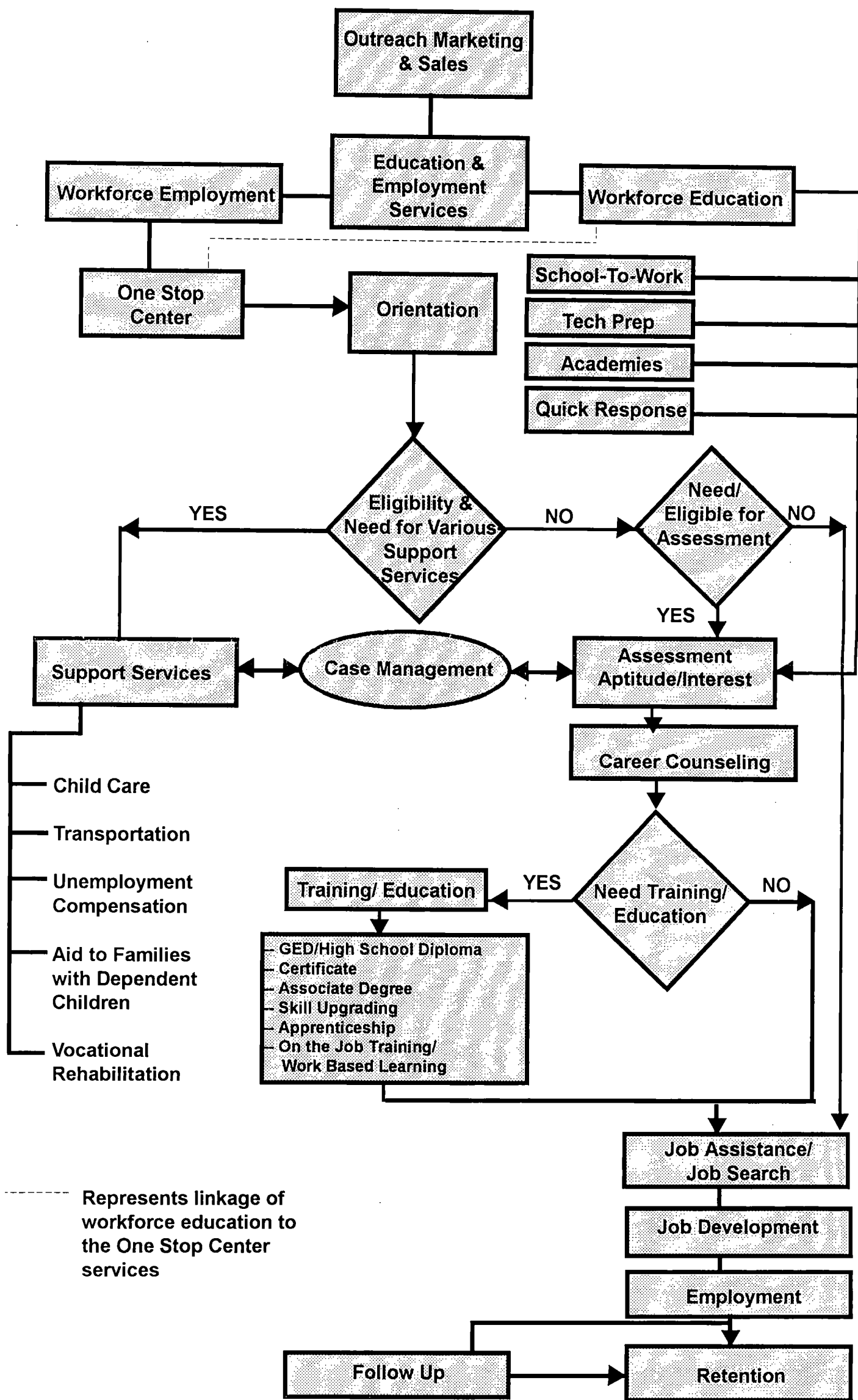
- A. BY THE YEAR 2000 FOUR OF EVERY FIVE NEW JOBS WON'T REQUIRE A FOUR-YEAR DEGREE - BUT WILL BE TECHNICAL IN NATURE..... TECHNICAL JOBS ARE EXPECTED TO EXPAND TO 32% OF THE LABOR MARKET BY YEAR 2000 - THE FASTEST GROWING COMPONENT OF THE LABOR MARKET. COMMUNITY COLLEGES WILL PROVIDE THE MAJORITY OF THIS TECHNICAL EDUCATION BECAUSE STUDENTS ARE ASSURED OF RECEIVING THE TECHNICAL TRAINING REQUIRED FOR MEETING THE CHALLENGES PRESENTED BY NEW WORK ENVIRONMENTS.**
- B. OVER 70% OF THE PEOPLE WHO WILL BE WORKING IN THE YEAR 2000 ARE ALREADY EMPLOYED...THE SKILLS OF 25 MILLION AMERICAN WORKERS MUST BE UPGRADED BY 40% BY THE YEAR 2000 IF THE COUNTRY HOPES TO ACHIEVE A 3% GROWTH RATE. COMMUNITY COLLEGES ARE POSITIONED TO DESIGN, TEACH OR BROKER CUSTOMIZED JOB TRAINING TO INCREASE THE WORKFORCE SKILL LEVEL TO MEET THE DEMANDS OF THE TECHNOLOGICALLY ADVANCED WORKPLACE.**
- C. THE SKILLS GAP - THE DIFFERENCE BETWEEN THE INCREASED SKILLS REQUIRED IN THE ADVANCED WORKPLACE AND THE SKILLS ACQUIRED BY EMPLOYEES - CAN BE REMEDIED BY THE NATIONS FLEXIBLE COMMUNITY COLLEGES WHICH HAVE A PROVEN TRACK RECORD OF PROVIDING EFFECTIVE TRAINING FOR THE TECHNOLOGICALLY ADVANCED WORKPLACE OF THE NEXT CENTURY AND BEYOND.**
- D. COMMUNITY COLLEGES HAVE THE MISSION, VISION AND EXPERIENCE TO PREPARE THE WORKFORCE OF THE 21ST CENTURY - THEIR PHILOSOPHY OF OPEN DOOR ACCESS ASSURES COMMUNITIES OF PRE-EMPLOYMENT EDUCATION, ON-THE-JOB UPGRADE EDUCATION AND CONTINUED OPPORTUNITIES TO INCREASE SKILLS TO MATCH THE DEMANDS OF THE EVERCHANGING TECHNOLOGICAL WORKPLACE.**
- E. COMMUNITY COLLEGES PROVIDE THE BEST, MOST EFFICIENT, MOST COST EFFECTIVE VEHICLE FOR PRODUCING A GLOBALLY COMPETITIVE WORKFORCE THAT IS CULTURALLY, ETHNICALLY, ECONOMICALLY AND SOCIALLY DIVERSE.**

COMMUNITY COLLEGES

II. COMMUNITY COLLEGES ARE THE PRIMARY RESOURCE FOR NATIONAL RESOURCE DEVELOPMENT

- A. COMMUNITY COLLEGES FORM A NATIONAL, COMMUNITY BASED EDUCATION AND SERVICE SYSTEM CONSISTING OF OVER 1200 INSTITUTIONS WITH AN ANNUAL ENROLLMENT OF NEARLY 11 MILLION STUDENTS.**
- B. COMMUNITY COLLEGES ARE THE PRIMARY ACCESS TO HIGHER EDUCATION WITH 49% OF ALL FIRST-TIME FRESHMEN ENROLLED IN COMMUNITY COLLEGES.**
- C. COMMUNITY COLLEGES ARE AFFORDABLE WITH AN AVERAGE ANNUAL TUITION OF JUST \$1,392.**
- D. COMMUNITY COLLEGES ARE EASILY ACCESSIBLE TO OVER 90% OF THE U.S. POPULATION.**
- E. COMMUNITY COLLEGES OFFER TRAINING FOR THE FASTEST GROWING, HIGHEST PAYING JOBS FOR THE FUTURE SUCH AS NURSES, HEALTH TECHNICIAN JOBS AND COMPUTER-RELATED JOBS.**
- F. COMMUNITY COLLEGES ARE ANCHORED IN PROGRAMS AND SERVICES DESIGNED TO MEET THE UNIQUE NEEDS OF DIVERSE POPULATIONS, THE CONSTITUENTS OF THE NEW AMERICAN WORKFORCE.**

WORKFORCE DEVELOPMENT SYSTEM



WORKFORCE DEVELOPMENT SYSTEM - WORKFORCE EMPLOYMENT/WORKFORCE EDUCATION

	Outreach Marketing & Sales	Orienta- tion	Eligibility	Financial Aid	Assess- ment	Career Counsel. & Ref.	Case Mgmt.	Child Care	Transpor- tation	Labor Market Info.	Adult Ed & Basic Skills Training	Voc. Ed. Certificate	Voc. Ed. A.S. Degree	Indepen- Post-Sec Dip/Cert /Degree	Voc. Rehab.	Placement Assistance and Job Search	Job Develop- ment
Primary Resp. - WEM	P	P	P	SC	P	P	P	Y	T	L	SC	SC	C	R	VR	L	L
Primary Resp. - WED	SC	SC	SC	SC	SC	SC	SC	SC	SC	SC	SC	SC	C		SC	SC	SC
Current Workers	SC	SC	SC	SC	SC	SC	SC	SC	SC	SC	SC	SC	C	R	SC	SC	SC
Illiterate Adults	SC	SC	SC	SC	SC	SC	SC	SC	SC	SC	SC	SC	C		SC	SC	SC
Under/ Unemployed *	X	X	X	X	X	X	X	X	X	X	SC	SC	C	R	X	X	X
Limited English Prof.	SC	SC	SC	SC	SC	SC	SC	SC	SC	SC	SC	SC	C		SC	SC	SC
Long Term Unemployed	X	X	X	X	X	X	X	X	X	X	SC	SC	C	R	X	X	X
AFDC Recipients	X	LH	LH	X	X	X	LH	X	X	X	SC	SC	C	R	X	X	X
Dislocated Workers	X	X	X	X	X	X	X	X	X	X	SC	SC	C	R	X	X	X
Displ Homemakers	X	X	X	X	X	X	X	X	X	X	SC	SC	C	R	X	X	X
Homeless	X	X	X	X	X	X	X	X	X	X	SC	SC	C	R	X	X	X
Older Workers *	X	X	X	X	X	X	X	X	X	X	SC	SC	C	R	X	X	X
Veterans *	X	X	X	X	X	X	X	X	X	X	SC	SC	C	R	X	X	X
Indiv w/ Disabilities *	X	X	X	X	X	X	X	X	X	X	SC	SC	C	R	X	X	X
Native Americans *	X	X	X	X	X	X	X	X	X	X	SC	SC	C	R	X	X	X
Migrant/ Season Workers	X	X	X	X	X	X	X	X	X	X	SC	SC	C	R	X	X	X
In-School Youth	SC	SC	SC	SC	SC	SC	SC	SC	SC	SC	SC	SC	C		SC	SC	SC
At-Risk Youth	SC	SC	SC	SC	SC	SC	SC	SC	SC	SC	SC	SC	C		SC	SC	SC
Dropouts/ Out of School	X	X	X	X	X	X	X	X	X	X	SC	SC	C	R	X	X	X
Econ Disadv*	X	X	X	X	X	X	X	X	X	X	SC	SC	C	R	X	X	X

A = Central Florida AFL-CIO
C1 = Lake-Sumter Community College
C2 = Seminole Community College
C3 = Valencia Community College
C = All Community Colleges
H = HRS
L = Jobs and Benefits and Project Independence
VR = Vocational Rehabilitation

P = Private Industry Council(s)
R = Private Schools and Colleges
S1 = Lake County School District
S2 = Orange County Public Schools
S3 = Osceola District Schools
S4 = Seminole County Schools
S5 = Sumter County School District
S = All School Systems

O = Senior Resource Alliance
X = SCPHLA All identified are potential one-stop center locations and others including R and O may be consulted by Primary Providers
Y = Child care coordinating agencies
T = Transportation coordinating agencies
 * Served by both Primary Providers based on need.

Charter Working Committee Proposed Matrices
Lake, Orange, Osceola,
Seminole, Sumter Counties
Approved by the committee - 2/1/96