

Workforce
Employment and
Training Act

Third Year
Accountability Report
for Training Programs, HB 1988

December 1996



Washington State Board for
Community and Technical
Colleges

The Washington State Board
for Community and Technical Colleges

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EXECUTIVE SUMMARY

December 1996

Background: In 1993, confronting dramatic changes in the structure of Washington's economy, the layoffs of thousands of workers in major industries, and the long-term need for better access to training programs for Washington citizens, the Legislature and governor enacted a law to significantly expand the state's job retraining efforts on behalf of the thousands of jobless workers who are forced to change careers in order to re-enter the workforce.

The Employment and Training Act funded the new training effort by placing a small portion--12th/100 of 1 percent--of the existing unemployment taxes paid by businesses in a workforce training trust fund. Since the program began in 1993, the trust fund has generated \$61 million making it possible for the community and technical colleges to train 20,800 unemployed workers.

The Employment and Training Act signaled the state's commitment to provide laid-off workers more than just an unemployment check. In the past, unemployed workers often faced waiting lists at community and technical colleges. The trust fund guaranteed that jobless workers would have immediate access to job retraining for a new career if they could not find work in their accustomed field. Unemployed workers are required to pay tuition just like other community and technical college students. A small amount of financial assistance is available to eligible trust fund students. These "education benefits" are only available **workers who qualify for unemployment insurance or have recently exhausted their benefits.**

This report, prepared by the State Board for Community and Technical Colleges (SBCTC), is **third annual review** of the accomplishments of Washington's 32 two-year colleges under the provisions of the Workforce Employment and Training Act. It provides detailed information about the program results and offers specific recommendations for improving the job retraining effort.

This report is based on data from four main sources: 1) college enrollment records, 2) unemployment insurance system data, 3) a survey of trust fund students who completed training or left the college, and 4) results of an independent "net-impact" study conducted by a research firm under contract with the Workforce Training and Education Coordinating Board (WTECB).

¹ The State Board for Community and Technical Colleges set aside 200 annual FTEs to fund training at private career schools. Since the program began, 284 workers have been in training at the private career schools using these funds.

Findings: **Colleges help workers deal with the effects of downsizing and closures and provides a trained workforce for new and growing industries.**

- **Even though Washington’s economy is growing, a large number of people lose their jobs each year and require job retraining.** Although Washington State ranks 7th among all 50 states in employment growth, the unemployment rate is 10th highest in the nation. This means that a substantial portion of Washington workers lose their jobs and need retraining to compete for newly created jobs. As a result, the state will continue to see strong demand for trained workers in new technical occupations and will need to retrain workers from industries that are downsizing or being restructured. Training provided through the trust fund helps mitigate the negative impact of job loss and also meets the needs for skilled workers in the growth sectors of the economy.
- **Workers laid-off from an estimated 2,700 Washington firms have enrolled in college during the first three years of the HB 1988 program.** Colleges responded to layoffs throughout the state by serving workers from employers such as US West, Washington State Energy Office, The Boeing Company, Boise Cascade, Summit Timber, Nordstroms Distribution Center, and US Bank.
- **The flexibility of the trust fund programs allows colleges to adapt to economic changes and serve workers as layoffs affect different industries.** By the third year of the program, workers enrolled from the manufacturing sector dropped almost in half because improvement in the aerospace industry meant that fewer workers were being laid-off. At the same time, the number of trust fund students from the transportation, utilities, and personal services industries doubled in the third year as these sectors experienced economic decline.

Findings: **Workers who participate in training are finding good jobs at salary levels approaching or exceeding their earnings prior to being laid-off. This is primarily because a large number of unemployed workers enrolled in trade and technical courses. The net-impact study attributes the high enrollment in these courses to the trust fund program.**

- **85 percent of graduates from the HB 1988 class of 1994-95 were employed seven to nine months after training. About 80 percent of those who left the same class before graduating were employed.** Graduates represented 25 percent of those who had left the college.
- **Boeing recalls account for 4 percent (425) of the 9,800 workers returned to work.** More than 1/3 of these workers surveyed said that their new Boeing job was related to their training. Because 770 Boeing workers served used their training to find work elsewhere, the Boeing recall had little impact on the overall placement rate.
- **Earnings recovery for workers is high.** Former trust fund students earned \$20,995 in this past year, or 93 percent of their inflation adjusted earnings before the job loss. Those who made less than \$17,000 before their job loss earned 142 percent of their former wages. Earnings recovery falls to 85 percent for those who had higher wages before their job loss.
- **Workers trained for higher wage occupations had higher rates of stable long term employment than those who did not participate in training.** The training resulted in higher earnings due to more stable work over the long run for those who completed training in the higher wage occupational areas.

Findings: The net impact study shows that the trust fund program has increased the earnings of unemployed workers in Washington State.

- **Substantial earnings benefits were gained by unemployed workers who enrolled in programs which typically result in higher entry level wages.** Those who enrolled in programs which prepare workers for the lower wage occupations would have earned more, on average, if they had not attended college. This is because the additional skills gained in these courses may not improve a person's earning power as much as the experience provided by immediate reemployment.
- **The trust fund program significantly increased the likelihood that students would enroll in higher wage occupational programs.** This contributed directly to the positive wage recovery results documented in this accountability report.
- **The more credits taken in the higher wage occupational programs, the more benefit workers received from enrolling in training.** Enrolling quickly after a job loss was also found to be a benefit to workers. The study found that trust fund students enrolled sooner and stayed longer in the higher wage occupational areas.
- **Workers are aided in achieving these positive benefits if they receive assistance with living expenses while enrolled in training.**

Findings: The trust fund program is effective, exceeding its goals and scoring high marks with unemployed workers who were very satisfied with their training and its ability to help them find employment.

- **The program has met or exceeded the outcome goals** established by business, labor, and government, with the exception of wage recovery for workers earning \$16 or more per hour before job loss. These goals, developed by WTECB, include placement, retention, earnings, and wage recovery.
- **The survey of trust fund workers found that two-thirds reported that the quality of faculty represented a strength of the program** 85 percent were somewhat or very satisfied with the quality of instruction.
- **Most students found jobs in their local community** Seven percent reported that they had to move to find a new job.
- **While college job placement services are better than in previous years** many students felt that improvement is still needed to help them find good paying jobs quickly.

Findings: The trust fund program is the subject of continuous program evaluation. These evaluations have led to changes which have improved program results and student satisfaction.

- Earlier surveys found that many students whose unemployment insurance benefits ended were forced to leave school early. In 1995-96, the Training Completion Aid program was created to

provide financial assistance to these students **The Training Completion Aid program improved student retention by 24 percent**

- Early surveys indicated that trust fund students were not satisfied with job placement services. Locating Employment Security staff on college campuses was tested as a way to improve services to unemployed workers. This year, there was **substantial increase in satisfaction with job search services for workers at colleges with co-located job service centers** compared with workers at colleges without co-locations.
 - 37 percent increase in satisfaction with overall assistance in returning students to work
 - 46 percent increase in satisfaction with job search help
 - 35 percent increase in view that agencies coordinated their efforts well.

Findings: **The trust fund program can be further improved by addressing issues raised in this analysis and the net-impact study.**

- **Colleges need to encourage more HB 1988 enrollment in higher wage occupational areas**
The involvement of business and labor in the planning of new programs has helped to focus on these programs. Students should be provided with career information that informs them of the earning potential of various occupations. Colleges should seek to further improve the value of the higher wage courses by improving skill assessment and strengthening the connection between training and work.
- **Colleges need to examine the role of lower wage occupational areas for dislocated workers**
Further analysis of the approach to training in the lower wage areas must be done. This should lead to policy decisions regarding the appropriate amount of state investment, length and level of training, and delivery methods.
- **The Training Completion Aid program should be expanded**
The program has been shown to increase student retention, however, the current level of funding can only serve a limited number of unemployed workers.
- **Efforts are needed to help workers enroll in college as soon as possible after a job loss and to make good decisions about their career direction**
The trust fund program has improved career information and helped unemployed workers enter training quicker. Still, some 44 percent of dislocated workers were dissatisfied with the career planning offered at the colleges. Improving the working relationships with other employment and training providers and better career advising for unemployed workers can further improve the program.

Efforts are needed to speed the return of students to work after program completion.

Dislocated workers reported a high level of satisfaction with the services received at Job Service Centers co-located on college campuses. Currently, there are only 20 campuses with full job service centers. This program should be fully funded at existing sites and expanded to all colleges. An additional \$4.8 million would provide a complete co-located job service center at each community and technical college.

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INTRODUCTION

The Washington state economy is marked by two contradictory characteristics: a high rate of generating new jobs and a high unemployment rate. Washington ranks¹⁰ highest in the nation in its unemployment rate. At the same time its resilient economy continually creates new jobs at a rate far faster than most other states. Washington is⁷ highest in employment growth in the decade from 1985 to 1995. A substantial portion of those losing their jobs need to be retrained for the skill demands of the new jobs being created in the state. In recognition of the structural changes in the state economy and its impact on workers, the 1993 legislature established the Employment and Training Trust Fund with the passage of HB 1988.

HB 1988 provided that a small portion - 12/100^{ths} of one percent - of a business's taxable wage base be placed into the Employment and Training Trust Fund to finance the state's retraining effort for dislocated and unemployed workers. Since the program's inception in Fall 1993 to June of 1996, the legislature has allocated \$61 million to retrain 20,809 unemployed workers² at Washington's community and technical colleges. Most of the HB 1988 funds are used for direct instruction to start new vocational programs or to expand existing high demand programs. HB 1988 funds are also used to provide financial assistance to eligible unemployed workers. During the first three years, 9,500 workers received some assistance for the cost of attending college due to the HB 1988 aid. In 1995-96, a new Training Completion Aid program was implemented to help workers stay in college and complete their program after their unemployment insurance funding ended. In this first year, 1,766 students (14 percent of those enrolled in 1995-96) received Training Completion Aid.

Example of a Program Started Under HB 1988

Oracle Designer/Developer

More and more companies are using Oracle software for the database programming. Oracle has the largest share of the database market. Currently, there are many more openings for qualified Oracle database designers and developers than there are people to fill them. To meet some of the demand, Olympic College in Bremerton implemented a program in Fall 1996 to train Oracle Designers/Developers.

Oracle designers must have both people skills and data skills as they must interview people to determine their database needs and how to customize the software, then they must develop the database to meet those needs. The Oracle Designer/Developer certificate program at Olympic College provides entry level training for individuals who have some programming language background, and takes about three quarters to complete, depending upon previous experience.

Employment could be either full- or part-time, often at the preference of the worker. Many Oracle designers work for contractors or consulting firms who provide services to government or business.

Full-time workers can start at \$38,000-45,000 per year. Mid-level salaries range from \$45,000-70,000, and top level salaries are up to \$105,000 per year.

² The State Board for Community and Technical Colleges set aside 200 annual FTEs to fund training at private career schools. Since the program began, 284 workers have been in training at the private career schools using these funds.

HB 1988 not only provided funding for the training program, but (in recognition that considerable unemployment results from shifts in the economy) it also allowed jobless workers to continue to receive unemployment benefits if enrolled in approved retraining programs. The law assures that unemployment tax rates for companies whose former workers were in approved training under this program are not affected.

When the 1993 legislature enacted the training trust fund law, they scheduled a “sunset review” for 1997. The 1997 legislature and governor must take action to continue the program either through a piece of legislation or the state budget. Unless the program is authorized, unemployed workers will no longer have immediate access to training programs.

This report, prepared by the State Board for Community and Technical Colleges (SBCTC), is the third annual review of the accomplishments of Washington’s 32 two year colleges under the provisions of the Employment and Training Act. It provides detailed information about the colleges’ performance, and offers specific recommendations for improving the job retraining effort.

A related report describing the “net-impact” of the first three years of the program is being prepared by an independent contractor for the Workforce Training and Education Coordinating Board (WTECB). That net-impact study applies statistical controls to determine the extent to which the outcomes described in this report are a consequence of the training. That study compares the outcomes for those who participated in retraining at the colleges with those who were similarly laid-off, but who did not participate in training. Results of that study are summarized in this report.

Workers Served: In the first three years of the program 20,809 unemployed workers were served at Washington’s community and technical colleges. Dislocated workers account for 65 percent of the 19,602 annual FTE generated by these workers and 35 percent for service to other unemployed workers. Dislocated workers are those who, as a result of the changing economy, had little chance of returning to their former career.

Example of Programs Started Under HB 1988

Certified Medical Assistant

Wenatchee Valley College will introduce the Certified Medical Assistant program in Winter 1997. This new program will prepare individuals to support physicians during patient examinations, treatment, administration and monitoring; keep patient and related health record information; and perform a wide range of practice-related duties. Coordination and scheduling of tests and services with other departments, such as lab, x-ray, physical therapy, occupational therapy and patient education departments will be included. As the population ages, the need for more health care professionals grows and programs like the certified medical assistant program help to fill the need.

Kirk, Information Systems Technologist

Before entering South Puget Sound Community College under the HB 1988 retraining program, Kirk worked as a geoduck harvester, a career that did not hold much of a future. Kirk enrolled in the information systems program to completely change careers and open a path to a growing field.

“I’m happy I’ve gone through the program. (It) gave me a foundation of skill to pursue a career, Kirk says. “I think I made the right choice. I got a broad skills set that I could build upon.”

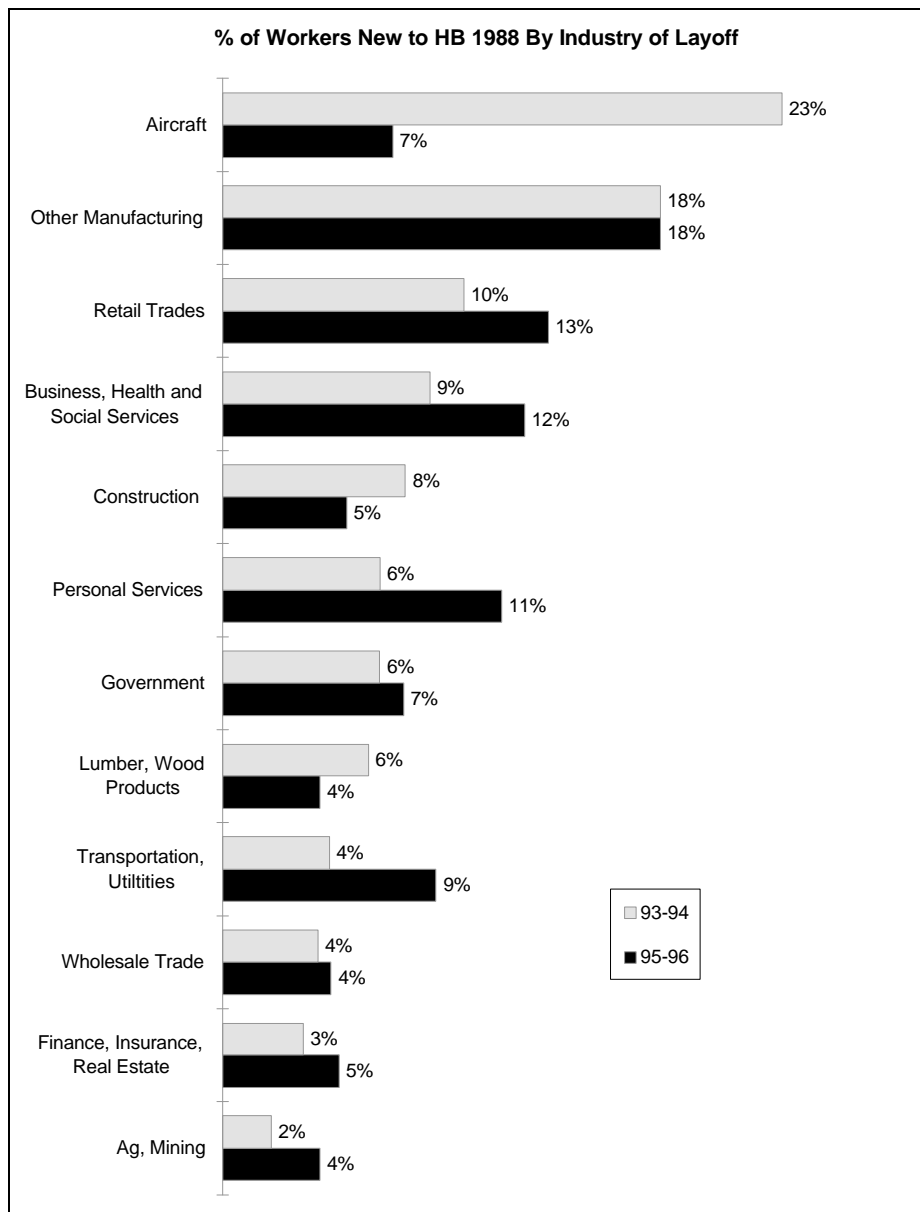
Kirk graduated with an Associate of Technical Arts in information systems technology and works at the state Department of Licensing. He works with a personal computer/local area network group, working on the system that keeps track of driver’s licenses all over the state and earns \$2300 per month with full benefits.

In addition to those enrolled at the colleges, some 284 individuals have been served with HB 1988 funding at 20 private career schools. Private schools receive funds to serve students after WTECB approval of a proposal from the schools. Schools must indicate that an eligible worker has elected to enroll and that training of the same type would not be available at a nearby community or technical colleges.

The workers in the program were mostly white males (56 percent male, 81 percent white) about 10 years older than the typical student (median age of 37). Those served are a fairly well-educated population; half had been to college before and just seven percent had not completed high school. Before they lost their job, 38 percent had worked in the manufacturing sector, 19 percent in the service sector and 11 percent in retail trade. Before their job loss, the typical worker earned \$12 an hour, \$21,100 for the year (median values, not adjusted for inflation).

Characteristic	% of 20,809 Workers
Female	44%
Male	56%
African American	7%
Asian/Pacific Islander	5%
Hispanic	5%
Native American	2%
White	81%
Less than High School	7%
GED or High School Diploma	43%
Some College	41%
BA Degree or Higher	9%
Under 30	25%
30-39	35%
40-49	28%
50+	12%
Median Age	37

Job losses continue to be high in the timber and wood products industries, but, in general, dislocations shift from one sector of the economy to another over time. Those new to the HB 1988 program in the past year were from a somewhat different mix of industries than those who started in the program in its first year. Today, layoffs are occurring at food processing plants, in the financial services area, in retail trades, as well as in the timber and wood products industries. Because most of those eligible to participate in the program as a result of job losses in the aerospace industry had already done so before the 1995-96 academic year, enrollment of workers new to the college from that sector has dropped significantly.

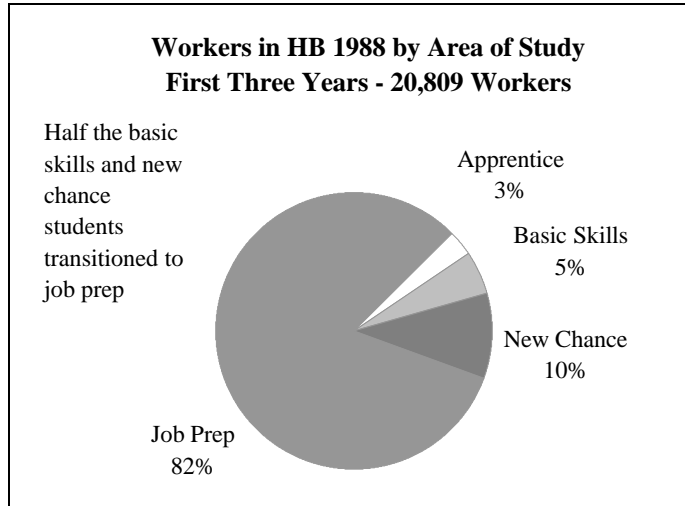


In the past several years, dislocations in Washington have had a disproportionate impact on unionized workers. Nationally just 15 percent of all workers in 1995 were members of unions. In this state, some 42 percent of the HB 1988 students were union members before their job loss. The Boeing company, with 93 percent union membership among those enrolling in college, accounts for much of this high level of service to union workers. Of those students not from the Boeing company, an estimated 25 percent had been union members before the job loss³.

³ Union status is estimated based on information gathered in the participant survey conducted in Spring and Summer 1994.

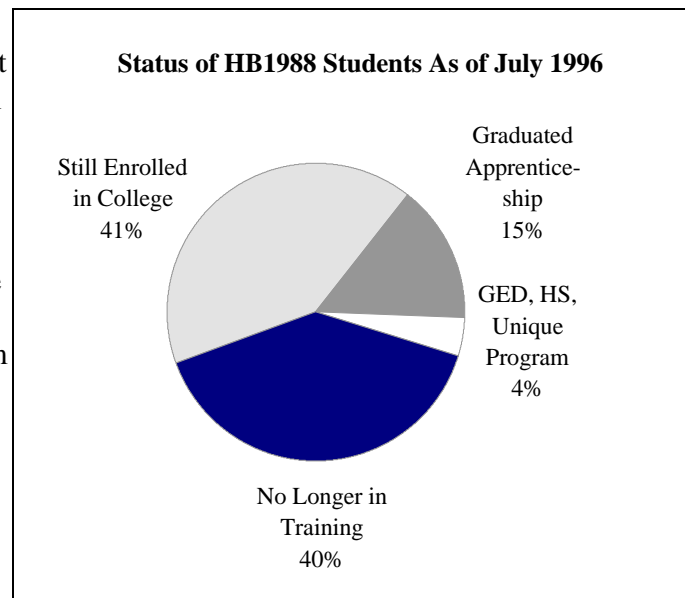
How Unemployed Workers Approach College:

Some 85 percent of workers enrolled in job preparatory or apprentice programs under HB 1988. More than half of these workers (59 percent) had a long-term goal of completing a degree or more than a year of work related training. About 12 percent had short-term goals that could be met in one or two quarters of enrollment. Some with short-term goals only needed a few courses to brush up very specific skills such as computer skills to return to competitive status in the workforce.



About five percent of HB 1988 workers enrolled in Adult Basic Education (ABE) or English as a Second Language (ESL) training (basic skills). Half of those students took only ABE or ESL classes and half made the transition to college level classes. About 10 percent of the students enrolled in New Chance type classes designed to help students make the transition from dislocated worker to student or to help them learn to market their skills without further training.

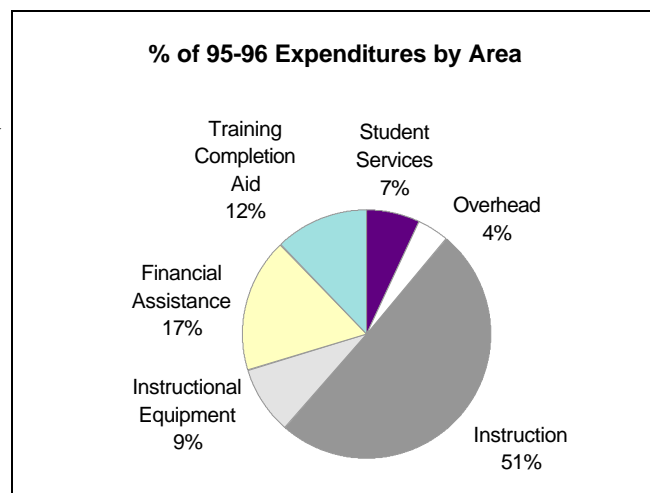
A total of 12,337 HB 1988 workers have left the community and technical college system since the program started in Fall 1993. Some 3,099 of those completed a degree or certificate or apprenticeship. These graduates represent four percent of all who graduated from the colleges in the past three years. Another 892 completed the courses uniquely designed as their brush-up program including courses for the GED or high school diploma. Two-thirds of the leavers, 8,254 workers, completed courses but did not complete a formal program of study. One percent transferred to four year institutions.



To date, 100 workers have completed or left their private career school program (35 percent of the total private school enrollment). Next year, SBCTC will report on the employment status and wage recovery for these workers.

	Students	% of Total
Clerical, Wordprocessing	110	39%
Massage Therapist	80	28%
Medical Assistant	25	9%
Court Reporter	25	9%
Various other programs	44	15%
Total	284	

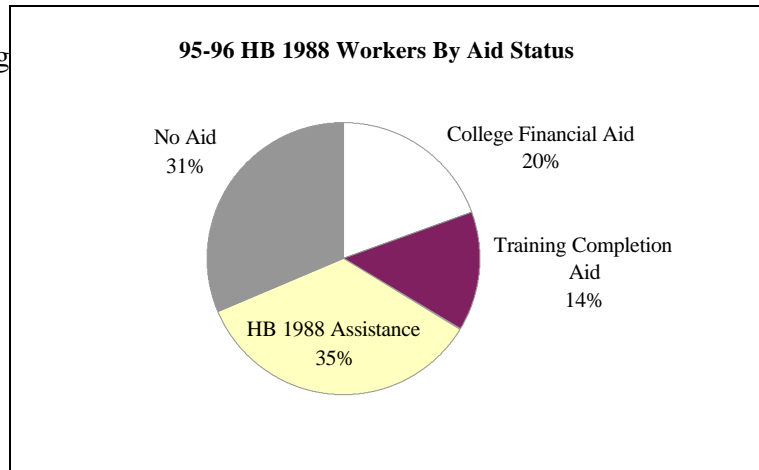
How Funds are Used: Most of the HB 1988 funds are used for direct instruction to start new vocational programs or expand existing programs in high demand fields. The majority of new programs under HB 1988 were started only after review at the local and state level. Business and labor representatives on local advisory committees helped colleges to assess job demand and complete training program proposals. A state advisory committee made recommendations to the SBCTC regarding which proposals should be funded. That advisory committee consisted of business, labor, government and education representatives. This involvement has helped assure that the new programs best meet the local labor market demands.



In 1995-96 the new programs were implemented in a variety of areas as noted in Appendix C. Table III shows the many new Information Technology programs, the single most common area for new programs this past year. Other areas of training include medical assistant, automotive service coordinator, chiropractic technician, and environmental technology. A list of new programs implemented in the first two years of the program is included in Appendix D of the Second Accountability Report.

Bates	Network/Software Specialist
Clark	Network Administration
Edmonds	Computer Information Systems
Everett	Enhancing Computer Software Training
Green River	Fiber Optics Technician
Highline	Client/Server Training
North Seattle	Computer Information Systems
	Computer Service Technologies
Olympic	Local Area Network Administrator
South Puget Sound	Telecommunications Technologies
Whatcom	Computer Support Specialist
Yakima	Computer Support Specialist

Trust Funds are also used to provide direct aid to workers who could not otherwise afford training. During the first three years of the HB 1988 program, 9,500 students have received assistance with tuition, books, childcare or transportation directly related to taking classes or for living expenses not covered by other sources (such as UI benefits or JTPA funding). In 1995-96 a new Training Completion Aid program was implemented to help workers to complete their program when their unemployment insurance dollars end. In this first year, 1,766 students (14 percent of those enrolled in 1995-96) received training completion aid. More than a quarter of those receiving Training Completion Aid (29 percent) also received other HB 1988 assistance.



All together, half the workers enrolled (49 percent) received aid funded under HB 1988. In addition, 20 percent received the regular financial aid available to all college students but no HB 1988 aid. The typical student receiving HB 1988 assistance for tuition, books, transportation, childcare expenses received \$830. The typical Training Completion Aid student received \$2,000 of Training Completion Aid and other HB 1988 assistance combined. The maximum benefit under the program is \$5,000 or \$555 a month for nine months. The average aid in the first year was substantially below the \$5,000 limit because some students received aid for fewer than three quarters and funding for Training Completion Aid is limited. Note: To provide half the maximum aid package to just 20 percent of those enrolled under HB 1988, funds earmarked for Training Completion Aid would need to double.

Workers on Training Completion Aid were more likely to be parents than are non-aided HB 1988 students, with 41 percent parents and nearly half that group single parents. Aided students were also more likely to be women (52 percent compared to 44 percent of all HB 1988 workers). Current students were given priority when the Training Completion Aid program began. As a result, most of those receiving Training Completion Aid (76 percent) had already completed a year or more of study before receiving aid. These are students who need the aid to compensate for the loss of unemployment insurance as they finish their program of study.

HB 1988 OUTCOMES

Findings from the Net-Impact Study: A net-impact study, financed through a \$750,000 legislative appropriation, was commissioned by the WTECB. The research was performed by Westat, Inc, a Maryland firm that specializes in analyzing the ability of two-year colleges to offset the costs of worker dislocation.

The HB 1988 net-impact study looked at those workers who had held jobs for at least a year and a half before job loss. The researchers found that these longer term workers who did not participate in training experienced a permanent earnings loss of about 15 percent of what they would have earned had they not lost their job. By comparing the earnings of laid-off workers who attended college and those who returned to work without attending college, the researchers determined that workers benefit from retraining at the community and technical colleges. That is, those who complete training, on average, experience smaller long-term earnings losses, when background considerations are held constant, than those who did not participate in college.

Westat researchers found that it matters what workers take while in college. As shown in Table IV, workers who took courses in some areas had substantially more positive net impacts from attending college. The areas that benefited workers most were health related fields and trades and technologies. At the same time, taking courses in certain areas earned less after college than they would have earned had they not taken classes - a negative net impact. This negative impact was associated with training in occupational areas that are typically low paying. Researchers ascribed the negative impact to the inability of lower wage workers to make up for the cost of taking time out to be a student - the foregone earnings.

The researchers summarized their finding by subject area by describing the impact on earnings for two major groups - the groups of mainly high earning occupations and mainly lower earning areas. Completing a full year of course work in the high earning areas raised worker's earnings by about \$2,800 a year. On the other hand, completing nothing but courses in the lower wage areas reduced workers earnings after college. For workers who took only these lower wage courses for an entire year, the loss would be about \$1,400. Few workers, however, enrolled for a whole year's worth of such courses.

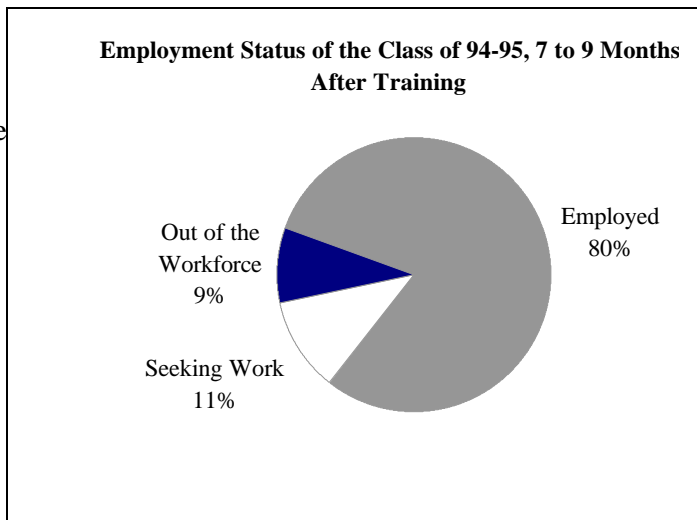
The study found the main effect of HB 1988 was to help workers who would have opted for training **start their training more quickly after the job loss, to stay in training longer and to concentrate more of their training time in the subjects which have the best pay-off**. Researchers also found that after HB 1988 the rate of college going increased dramatically (by 25 percent) for those workers who had longer tenure with the same firm before job loss - the workers most likely to need and benefit from retraining.

Table IV
Types of Training Taken by Dislocated Workers

Areas of Study and Example Programs	Net Impact	Areas of Study and Example Programs	Net Impact
Mainly Higher Wage Areas		Mainly Lower Wage Areas	
Health Related RN and Practical Nurse Medical Assistant Radiological Technician Sign Language Interpreter	Very Positive	Social Sciences/Humanities	Slightly Negative
Technical Vocational Trades Electronics Technology Auto/Diesel Mechanics Carpentry/Cabinet Making Machine Technician	Very Positive	Sales/Services/Clerical Secretarial Culinary Arts Corrections Marketing	Slightly Negative
Technical Professional Accounting Technician Drafting and Civil Engineering Computer Related Legal Assistant	Positive	Other Vocational Horticulture Vocational Math and Communications Mid-Management Career Exploration	Negative
Sciences/Math	Positive	Developmental Developmental Math Developmental Reading/Writing	Negative
		Homemaking/PE 1% of all credits taken	Negative
Source: Westat, Draft Report			

Job Placement: Workers who participated in training are finding good jobs at salary levels approaching or exceeding their earnings prior to being laid off. The net-impact study suggests that these good results can be attributed to the HB 1988 program for those in higher wage program areas.

Upon leaving colleges, retrainees may enter employment, continue in a job gained during training, return to their old job if recalled, continue looking for work or leave the workforce entirely. Data from the match with the Unemployment Insurance system, combined with estimates from the survey, indicate that 80 percent of those no longer in college were re-employed as of seven to nine months after leaving college. Seven to nine months after leaving training some 11 percent of workers were still looking for work and 9 percent had left the workforce (retired, homemaking full-time or otherwise not looking for work).



**Table V
HB 1988 Exiting Student Placement**

Class of 94-95 Matched to 1st Quarter 96, 7 to 9 Months After Training

	Total	Employed		Seeking Work		Out of the Workforce	
		#	%	#	%	#	%
Job Prep All	4,754	3,846	81%	474	10%	434	9%
Grads	1,177	996	85%	126	11%	55	5%
Apprentice	178	134	75%	26	15%	18	10%
Leavers	3,399	2,717	80%	322	9%	361	11%
Basic Skills	219	161	74%	25	11%	33	15%
New Chance	589	439	75%	90	15%	60	10%
All	5,562	4,446	80%	589	11%	527	9%

Employed: Those found in administrative records in covered employment plus a percentage of those not matched in administrative records estimated as employed based on survey data.

Seeking Work: Those found in administrative records as receiving UI benefits plus a percentage of those not matched in administrative records estimated as seeking work based on survey data.

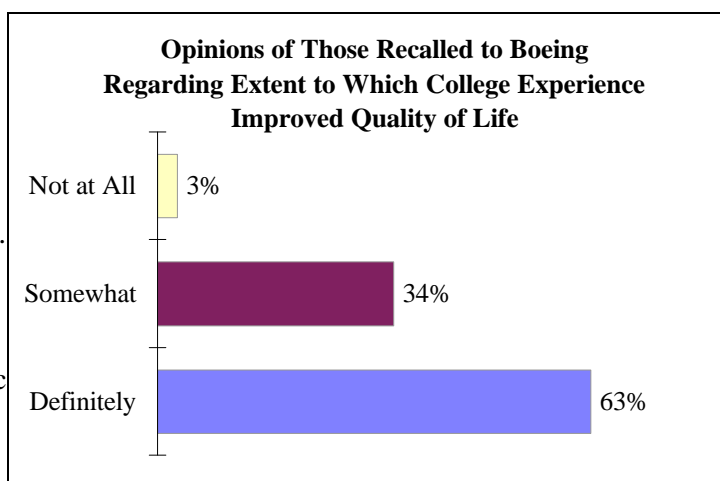
Out of Workforce: The percentage of those not found in administrative records and estimated to be full-time homemakers, retired, disabled workers not seeking work or discouraged workers based on survey data.

The placement rate was higher for the workers who graduated from programs than those who left without completing their studies. Table V shows that job preparatory graduates were employed at the highest rate, 85 percent, though workers leaving job preparatory courses without completing their programs were employed at high rates as well.

Placement rates for the 2,968 job preparatory students leaving college in 94-95 who took mostly courses in the higher wage areas were identical (81 percent placement) with the placement rate for the 1,608 job preparatory workers who took mostly courses in the lower wage areas. Placement rates for students who took only New Chance and basic skills courses were lower than for other workers. This similar placement rate for higher and lower wage areas implies that the net-impact difference is related to hours of work and pay rates, not to whether or not students find work.

The placement of these 4,446 workers for the 1994-95 exiting class represent 45 percent of those who have become employed since HB 1988 began. In total, about 9,800 workers have returned to work, including those placed from the 93-94 and the 95-96 exiting group. Placement rates for these exiting classes are very similar to those for the 1994-95 class.

Boeing Recall: About 4 percent of those placed in jobs were recalled to Boeing. Among the 1,195 Boeing workers served by HB 1988 who have gained employment, 425 returned to Boeing. When these recalled workers are excluded from the analysis, the placement rate is essentially the same. Many of those eventually recalled to Boeing first worked in other employment before they were recalled. Despite the recall to Boeing, most attribute benefit to having attended college. More than a third of the Boeing recalled workers responding to the survey (37 percent) reported that their Boeing job was very or somewhat related to training. Most who were recalled to Boeing reported that their training had a positive impact on the quality of their life regardless of the relevance of the specific area of study.



Wage and Earnings Recovery: Workers with longer tenure before job loss typically experience a permanent loss of earnings. The HB 1988 net-impact study found that earnings loss were greater for those who worked more than a year and a half with the same firm. This longer tenure was typical of HB 1988 workers. Some 38 percent of the HB 1988 students had worked for the same company for six or more years before job loss. Just 12 percent had been with their firm for a year or less. Thus it is reasonable to expect that these workers will earn less than they had earned before, especially in the first few years after a job loss.

Hourly wage recovery: SBCTC calculates an hourly wage recovery rate as well as an annual earnings recovery rate. The wage rate is based on the hourly earnings in the second quarter prior to job loss compared to the hourly earnings in the second quarter of employment subsequent to training. These calculations represent only those who gained UI covered employment after training. Because the pre-

job loss quarter and the post-training quarter can be different for each worker, these figures are reported in real dollars, not adjusted for inflation.

Overall, hourly wage recovery rates for HB 1988 students were at 87 percent (lower than the annual earnings recovery rate of 93 percent, shown on the following pages). The rate was highest for those who earned little before their job loss. Most in this lower earnings group were excluded from the net-impact study because they had not worked for the same employer or employers on a consistent basis. Thus data are not available on whether the 116 percent wage

	Workers	Before Loss	After Training	% Recovery
All with wage data	4,448	\$11.79	\$10.23	87%
Earned \$8 or less before job loss	1,386	\$7.04	\$8.18	116%
Earned more than \$8 before job loss	3,248	\$15.22	\$11.53	76%
Grads/Apprentice	849	\$14.01	\$10.56	75%
Non-Grads	2,399	\$14.44	\$11.33	78%
Excluding Boeing Recall				
Earned \$8 or less before job loss	1,379	\$7.04	\$8.18	116%
Earned more than \$8 before job loss	2,794	\$14.50	\$11.22	77%

increase for this group could have been achieved without training. Among the higher earning group, recovery rates were about 76 percent.

Annual Earnings Recovery: Workers with the same hourly rates can have different earning levels in a given quarter or over the period of a year depending on the hours worked. Those who return to year-round full-time work will earn more than the worker at the same wage rate who returns to seasonal work or works less than full-time. The annual earnings data compare what workers earned in the year before job loss with what they earned between April 1995 and March 1996. Those who enrolled in basic skills only had a low earnings recovery rate, but all others had a fairly high wage recovery rate consistent with the net-impact study findings.

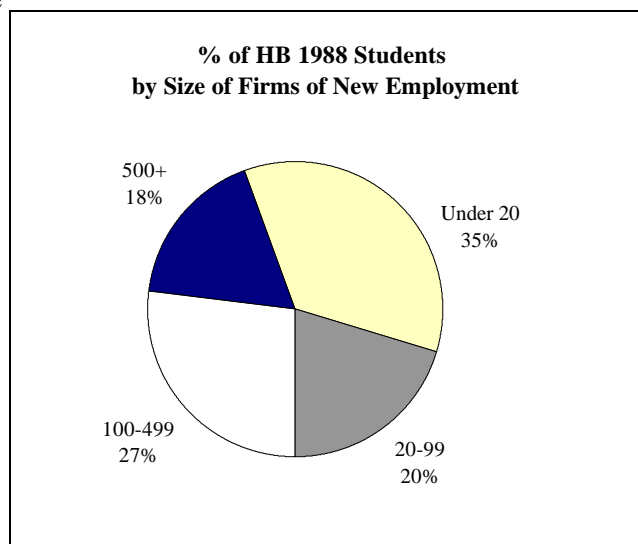
Annual earnings recovery for those who earned \$17,000 or less before their job loss was much higher than for those who earned above that level. A more detailed analysis of the latter group finds that those earning below \$33,000 or less had fairly high earnings recovery rates, 88 percent or higher. The workers earning more than \$41,600 before their job loss, however, returned to work at two thirds their previous earnings level, a substantial wage loss.

Former HB 1988 students earned \$20,995 in this past year (April 1995 to March 1996) representing 93 percent of their inflation adjusted earnings before the job loss as shown in Table VII. Those who had lower earnings before their job loss (\$17,000 or less), were earning \$15,625 this past year or 142 percent of their former earnings. Those who had higher wages before their job loss earned \$22,683, for a 85 percent earnings recovery.

Table VII
Median Annual Earnings Before Job Loss
Compared to After Re-Employment

	Hourly Rate Before Job Loss	Number with Pre and Post Records	Real \$ Earnings Before Job Loss	Constant \$ Earnings (1996\$) Before Job Loss	1995-96 Earnings After Training	Real \$ Earnings Recovery	Constant \$ Earnings Recovery
Low Earnings Group (\$17,000 or Less)							
Job Prep	\$6.68	251	\$10,314	\$11,043	\$15,840	154%	143%
Apprentice	\$6.61	7	\$14,136	\$15,135	\$17,822	126%	118%
Basic Skills	\$7.01	12	\$12,425	\$13,303	\$14,967	120%	113%
New Chance	\$7.07	24	\$10,388	\$11,122	\$13,027	125%	117%
All	\$6.69	294	\$10,278	\$11,004	\$15,625	152%	142%
High Earnings Group (More than \$17,000)							
Job Prep	\$14.67	954	\$26,316	\$28,176	\$23,041	88%	82%
Apprentice	\$14.83	43	\$17,874	\$19,137	\$23,823	133%	124%
Basic Skills	\$11.55	26	\$22,044	\$23,602	\$15,688	71%	66%
New Chance	\$12.43	93	\$20,703	\$22,166	\$21,038	102%	95%
All	\$14.39	1,116	\$24,934	\$26,696	\$22,683	91%	85%
All	\$12.17	1,410	\$21,100	\$22,591	\$20,995	100%	93%

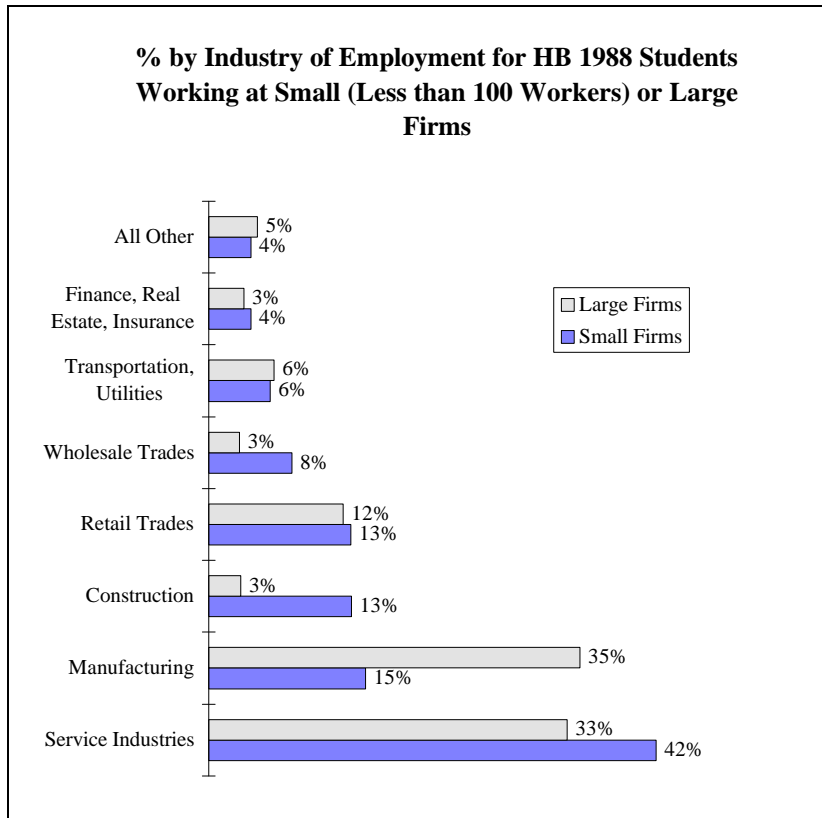
Firm Size and Industry Sector: After leaving college, HB 1988 workers were somewhat more likely to work in the state's smaller firms than in large companies. About 55 percent gained employment in firms employing 100 or fewer workers. An estimated 3,350 of the state's smaller firms have benefited from the HB 1988 program by employing former students. Most HB 1988 workers in these smaller firms (64 percent) reported that their training was related to their new job. Further, most in the smaller firms were new to their firm's industry sector. About 75 percent of those working in smaller firms had been working in a different industry sector before their job loss.



Industry sector and firm size are related. Workers in smaller firms were more likely than those in larger firms to be in the construction sector while workers in larger firms were more likely to be in manufacturing and wholesale trade jobs. For example, while 15 percent of those who worked in smaller firms worked in the manufacturing

sector, 35 percent of those in the larger firms worked in that industry sector. The service sector captured the largest percentage of workers. Firms in that sector include: health providers, schools, business services, engineering firms, accounting offices, researchers, public information firms, temporary services, data processing and legal office.

Job Retention: Most of the retrainees that were working in the first quarter of 1995 were still employed a year later. Four percent of those who had found jobs in 1995 were receiving unemployment benefits a year later. This is slightly higher than the rate that would be expected in any group of individuals as



they move in and out of the labor force. Another 14 percent were not found in “covered” employment in Washington state. That is, they had moved to another state, become self-employed, worked for the federal government, or had left the workforce (retired, homemakers or discouraged workers). Most, 82 percent, continued to be employed in Washington in jobs tracked by the UI system. The WTECB had set a 75 percent job retention rate and these figures show that the program exceeds that goal.

Relatedness to Training, Union and Benefits Status The majority of those working (61 percent) reported that they had gained training related work, although some experienced workers returned to work in jobs that were more related to their past employment than their recent training at the colleges. When the Boeing recall workers are left out of the analysis, reported employment related to training was 66 percent for all employed.

Rather than looking at the extent to which those returned to work had training related jobs, some studies look at the percent of all exiting students in training related employment. For example, a recent national study of the Trade Adjustment Act found that 40 percent of all dislocated workers found work in their training related field. When applying the survey results to all former HB 1988 students, the results in Washington were somewhat higher at 48 percent of all who have left the college. Since the survey was conducted in the months immediately after leaving training, some who eventually will gain training related employment may have been still seeking work or working in an unrelated field.

While 77 percent of HB 1988 workers had received health benefits in their former jobs, 65 percent reported receiving benefits in their employment after college. The number in union jobs was 29 percent after training compared to 49 percent before job loss.

WTECB Goals: When the HB 1988 was established, the WTECB developed program goals related to service to dislocated workers. The program is achieving the established goals in all areas save one, hourly wage recovery for high wage earners.

Table VIII
HB 1988 Outcomes Compared to WTECB Goals

Goal Area	WTECB Goal	HB 1988	
Service to dislocated workers	65%	65%	
Class completion rate	80%	84%	
Job retention	75%	82%	
		All	Excluding Boeing Recalls
Job placement rate	75%	80%	79%
Annual earnings recovery for workers earning \$8 an hour or less before the job loss (Constant Dollars)	100%	142%	114%
Annual earnings recovery for workers earning more than \$8 an hour (Constant Dollars)	85%	85%	88%
Wage recovery for workers earning \$8 an hour or less	100%	116%	116%
Wage recovery for those earning more than \$8 an hour	85%	76%	77%

Notes:

Annual earnings recovery % based annual pre/post earnings for first year students only.

Job placement data as of first quarter of 1996 for all who had left the program as of the end of the 94-95 year.

There were 425 dislocated Boeing workers eventually recalled to Boeing. Where indicated, these workers were excluded from the analysis.

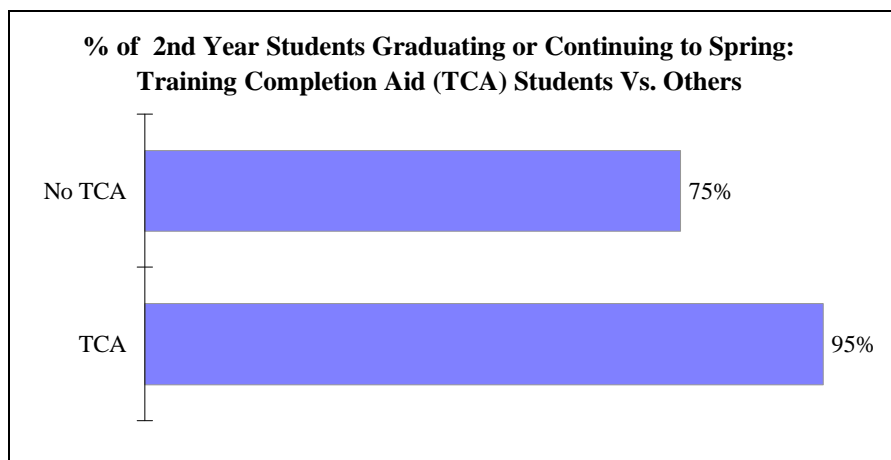
Equitable Outcomes: The net-impact study looked at the outcome differences for men and women and found them to be essentially the same for men and women enrolled in higher wage courses. Men lost more than women as a result of taking courses in lower wage areas. The net-impact study provided no data on the differences by race and ethnic group. SBCTC data show that job placement rates and wage recovery rates differ somewhat by race and ethnic groups. The differences likely reflect a

Group	Placement Rate	Wage Recovery Rate
Asian American/ Pacific Islander	85%	78%
African American	79%	88%
Native American	75%	NA
Hispanic	75%	104%
White	80%	84%

difference in the pattern of course taken in higher and lower wage areas. Hispanic workers had the lowest earnings both before job loss and after. The median wage after training for Hispanics was \$8.48. African Americans earned \$9.30 an hour, Asian Americans \$9.80 and whites earned \$10.44. The number of Native Americans placed in jobs after the HB 1988 program was too small to calculate meaningful summary statistics.

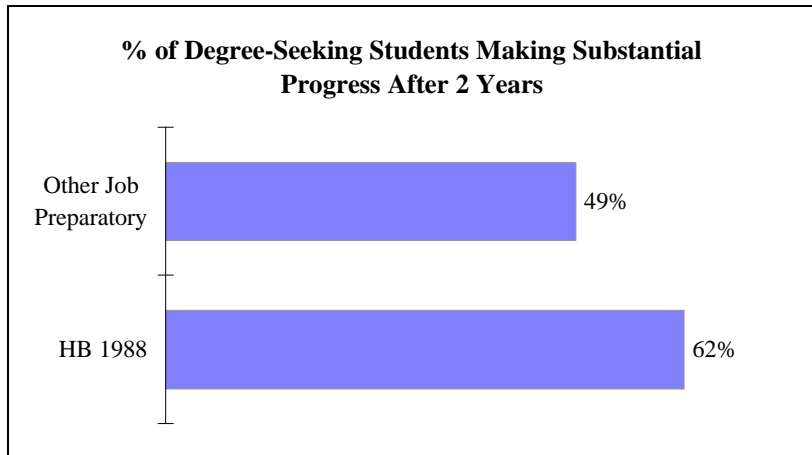
Student Retention: The net-impact study found that the more credits completed in higher wage areas, the better their wage recovery results compared to those not investing in college. Thus retention of students in higher wage courses is important. The net-impact study and the first SBCTC HB 1988 student survey show that the loss of UI benefits is one factor that inhibits retention in college. Once benefits end, workers are likely to leave college, even to take a job unrelated to training. Most opt to earn some income rather than stay in college and live substantially below the poverty level.

The Training Completion Aid (TCA) program was established by the 1996 legislature specifically to address this issue. The evidence from the first year of the program suggests that those on aid have substantially higher retention than others under the HB 1988 program. Measured in terms of degree seeking students who started in 1994-95 and



then continued into the year the program was available, the likelihood of continuing until graduation or spring quarter was highest for those who received training completion aid as shown in the chart. Most TCA students were in their second year of study, thus the chart shows the retention rates only for students who were already in their second year of study. Typically retention rates are quite high for students who progress to the second year.

Under the HB 1988 program, however, retention rates are 13 percent higher than for students in general. Better retention is likely the result of the more intensive advising provided by the college and partner agencies. Students in the program are also highly motivated to complete sufficient training to enhance their competitiveness in the job market.



These workers bring a varied set of experience to colleges, some of which result in students leaving training for reasons the college cannot influence. For example, in a response to the question of the circumstances at the time of leaving college, students gave these responses:

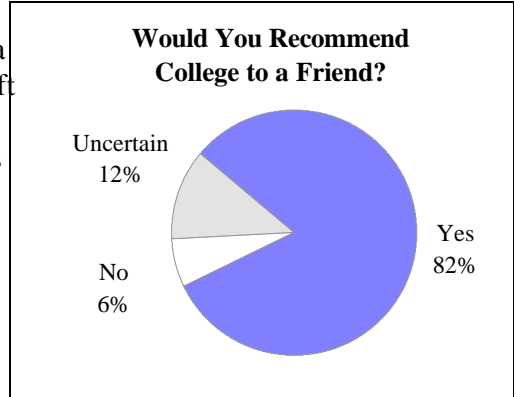
- Domestic violence increased and my funding ran out.
- The stress of changing careers, not having a job, and family circumstances was overwhelming to me.

While strategies such as the Training Completion Aid program and co-locations with the Job Service Center staff can address many of the concerns of dislocated workers, some worker's needs cannot be addressed with the resources of the Employment Security agency or the colleges.

WORKER EVALUATIONS OF THE HB 1988 PROGRAM

Levels of Satisfaction with Training and Services:

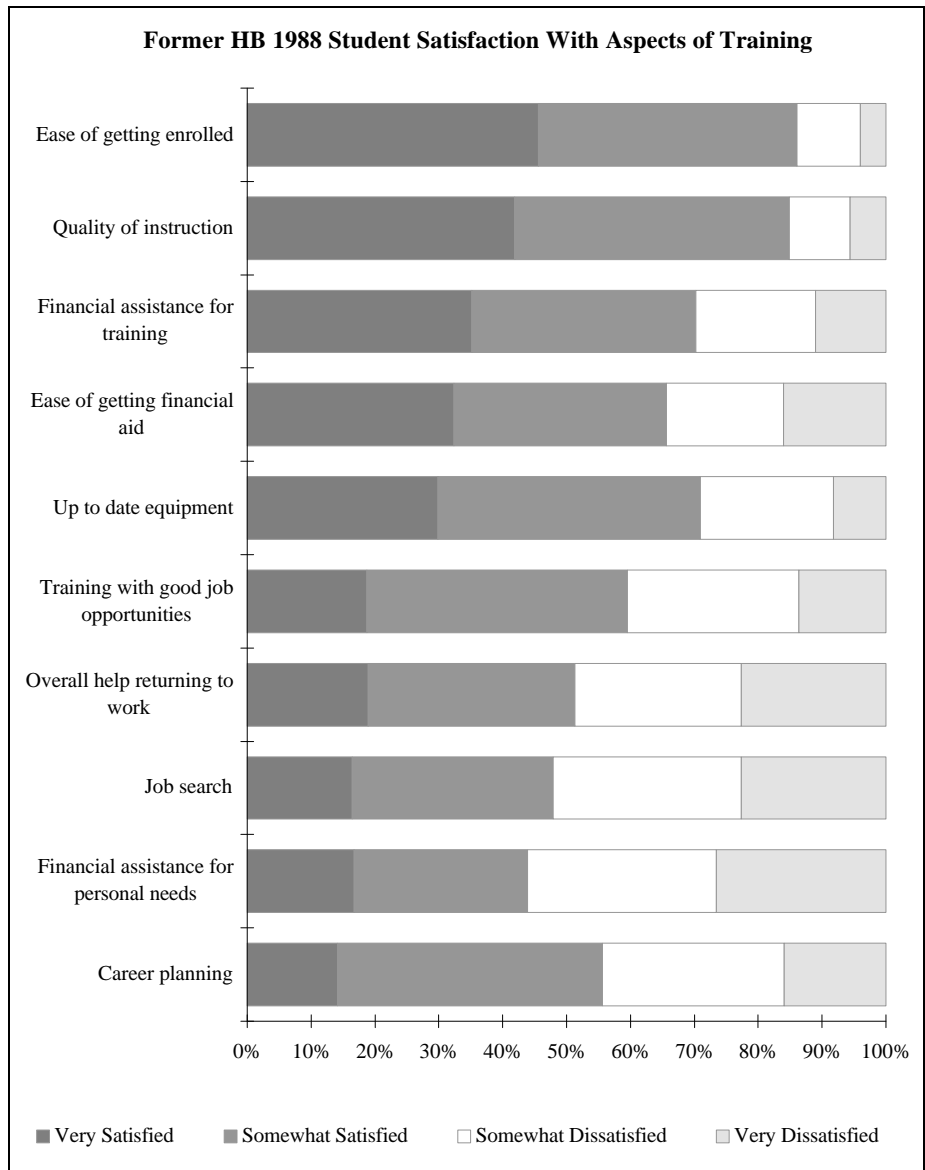
SBCTC sought worker feedback on the program through a survey mailed to students about three months after they left college. That survey provides information on the level of worker satisfaction with the training component as well as other useful feedback for the colleges and the Board. When asked if they would recommend the college to a friend, most reported that they would do so.



Most workers, some 85 percent, were very or somewhat satisfied with the quality of instruction. Even more reported satisfaction with the ease of getting enrolled.

While most were satisfied with the ease of getting financial assistance, there is room for improvement in this area as one third reported being very or somewhat dissatisfied. Satisfaction ratings were lowest related to career planning and job search. More than half the workers (52 percent) were dissatisfied with job search assistance. Some 44 percent were dissatisfied with career planning. That area ranked the lowest for “very satisfied” rankings, just 14 percent.

Fifteen percent of survey respondents made recommendations related to improving advising, program planning and, job search as a way of helping students prepare better for employment. The following are typical worker comments:



- To make certain that there is both an employment market and an income potential for the fields in which training is offered.
- To be more open about what the income (prospective) will be if you get a job in the field you are being trained for.
- More communication and involvement with businesses that are dealing with what you are being retrained in.
- It would be helpful when you first enroll to be able to take tests to see what you are best suited for in the way of a career.
- Writing resumes and cover letters. Job interview techniques. Self confidence building and understanding that you will be facing a lot of rejection during your job search.

Older students expressed a concern about the job search assistance unique to their age group. This response to a request for ideas about areas needing improvement was typical of those expressed by older workers:

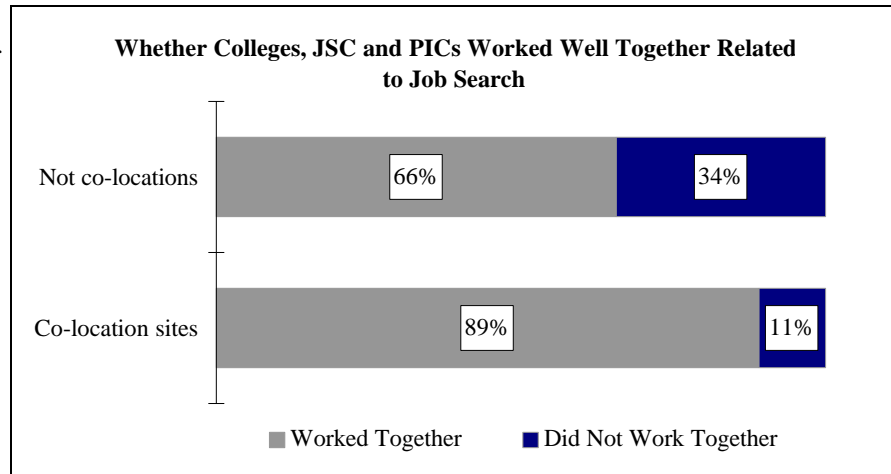
- Career advisor for older people. Employers don't want to hire people over 55 no matter what kind of training you have.

The findings on job search and overall help in returning to work were different at colleges where students had on-campus access to Job Service Center staff and resources compared to colleges where these resources were not available. At the colleges with co-located Job Service staff, two-thirds of the respondents were satisfied with the help received:

- Rankings of satisfaction with the job search help was substantially higher at co-location colleges than other colleges. Sixty-four percent of workers at co-location colleges reported being somewhat or very satisfied with the job search help they received compared to just 44 percent satisfaction at other colleges.
- Sixty-six percent of workers who took training at co-location site colleges were satisfied with the overall assistance of the college in helping them return to work, substantially higher than the 45 percent of workers attending other colleges who reported satisfaction with their college's help.

At these co-located sites, most students apparently had access to training in the job search skill they needed as just 4 percent of workers at colleges with co-location of Job Service Center staff reported that they needed additional job search skills development. At other colleges, more than half the workers (64 percent) reported an interest in gaining more skills in that area.

These higher ratings suggest a positive impact of co-location of Job Service Center staff. Workers at colleges with co-located staff also were more likely to report that the college and other agencies worked well together.

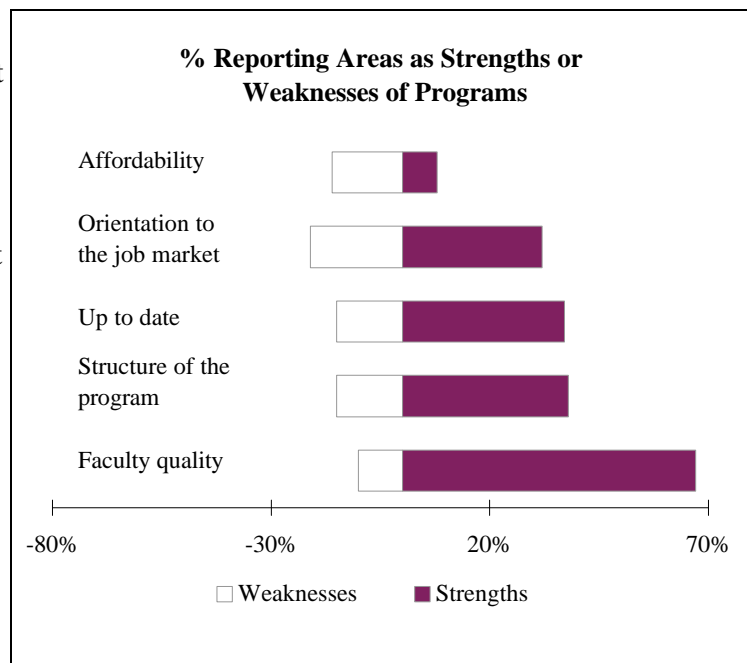


Strengths and Weaknesses of the College Program Survey respondents were asked to select whether various factors were strengths or weaknesses of the college program. Given that students were enrolled in over 250 different programs at 32 colleges, it is not surprising to see that the same item that is seen as a strength by some is seen as a weakness by others.

The area most frequently selected as a weakness was that the program was not oriented to the job market.

Twenty-one percent of the workers reported this weakness. The comments of these respondents show that they would like their program to be better connected to the workplace by:

- Providing more realistic and honest information about the job availability and pay.
- Updating the curriculum to better match the expectation of the job market.
- Bring more employers to the college classrooms.
- Incorporating more internships or other opportunities for work-based learning.



These comments were from students enrolled in programs traditionally offered by the colleges and before colleges implemented the new HB 1988 programs. The process of involving the business and labor communities in planning and approval of the new HB 1988 programs likely has reduced the extent to which students find programs ill matched to the labor market.

Related to program structure, workers commented that they would have liked more time to learn the basics before moving on, some mentioned a need for three years rather than two years of technical training and others commented that the English and social science classes seemed unnecessary to them.

Faculty quality was identified as the greatest strength by more students than any of the other possible responses. Yet some students also saw the faculty as a weakness. Those with concerns about quality suggest a need for improvements in some programs:

- Better instruction. Only two of the instructors were knowledgeable in their field. The others really should look for other work, including the head of the department.
- Break away from textbook theory and use real life conditions. What is taught are the fundamentals, but not how the real world goes about using the fundamentals. Have people come in and do the everyday routines.

Half the survey respondents reported that they would have found it helpful to have had more computer training. Examples of comments from workers regarding computer training include recommendations to:

- Have a mock pharmacy set up in the classroom with computers with pharmacy software.
- Need more computer skills. Was unable to get into those classes.

While the survey responses shared here focus on areas needing improvement, the most common subject in the survey was an expression of satisfaction with and appreciation for the program. The following is a typical response:

- I feel the college staff did a good job in working with me and my classmates to give them prudent guidance and assistance.

These student opinions correspond well with the findings from the net-impact study and with the data related to job placement and wage recovery as reported here. This feedback provides clear direction for program improvement.

WHERE IMPROVEMENTS ARE NEEDED

Maximizing enrollment in courses that have high pay-off The net-impact study found that HB 1988 increased the likelihood that workers would enroll in courses in higher wage fields. Colleges and their partners need to continue to ensure that workers enroll predominately in these high pay-off areas by:

- Continuing the process of business and labor involvement in planning new program areas under HB 1988. Some 73 percent of the programs approved in this manner during 1995-96 were in the higher wage fields.
- Advise students of the finding that higher wage areas pay off for dislocated workers. Still, workers should be given the choice of opting for other fields if they are seeking returns that cannot be measured in terms of earnings gains.
- Re-evaluate course offerings to assure that workers can maximize the credits taken per quarter and thus speed program completion.

Examine the role of courses that have less earnings benefit than returning directly to work:

Colleges should re-evaluate these program offerings in sales, services and clerical areas to be certain that workers can complete such training with a minimum number of credits.

Returns for taking English, humanities and social sciences were modestly negative. Laid-off workers may already possess marketable communications, analytic thinking, problem solving and creativity skills. Assessment of prior learning, including learning gained in the workplace, is a method of acknowledging those abilities. Colleges should move quickly to establish sound approaches to certify prior learning in general, but particularly in these areas. In doing so, many workers may find they can complete training without the need to enroll in these courses. Workers who find they still have much more to learn from such courses will take them with an eye to the abilities they hope to gain from the courses.

Education policy makers and vocational educators need to discuss the appropriate role of post-secondary training in lower wage fields.

Expansion of Training Completion Aid (TCA) program In its first year, the TCA program achieved the goal of improving worker retention in their college program. The funds allocated in the first year were sufficient to provide an average of less than \$2,000 per person to just 14 percent of the students. A third of those enrolled received no aid of any kind from HB 1988 and none from the regular financial sources for low income college students. The TCA needs to be expanded to serve more workers and to provide them with a larger average aid package. The \$2,000 figure is inadequate to meet the living expenses of workers whose UI benefits have ended. Assuming a goal of 20 percent on TCA at an average of \$2,500 per worker, the program needs to be doubled in size.

One component of the TCA program is for those participating in work-based learning. This program helps workers cover living expenses while they participate in a new job that is related to their training. Only 24 percent of the workers getting TCA participated in this work-based learning component of the program. As the program grows, new TCA funds should be directed toward work-based learning.

Enrolling workers soon after the job loss and helping them make good career choices The net-impact study found that HB 1988 increased the ability of colleges and their partners to bring dislocated workers to the college quickly. This pattern of quick enrollment reduces the time that those in training are out of the workforce and thus improves their long-term earnings. Colleges and their partners need to review policies and procedures to learn if more could be done to help those who lose their jobs to enter training as soon as possible.

Students can progress in training quickly provided they have a clear career direction. Two out of five (44 percent) workers were somewhat or very dissatisfied with the career advising at the colleges. That study provided the first hard evidence that some students may not receive earning gains from certain programs or courses. Clearly colleges must incorporate the results of the net-impact study into their advising efforts. Colleges must improve their advising services to help workers set realistic career goals.

Returning students to work quickly after program completion Workers at the colleges with co-located Job Service Center staff had positive evaluations of the job search help they received while the majority of workers at other colleges were dissatisfied with the help they received. Given the positive response to the co-location strategy, funds should be found to assure that all colleges have co-located Job Service Center staff available on campus. This program needs to be expanded to all colleges and brought up to full functionality where service is currently limited. It is estimated that an additional \$4.8 million is needed to achieve this goal.

Due to the increased participation of business and labor in planning programs, colleges have increased the responsiveness of their programs to the labor market. However, more must be done. Recognizing the need to continually update programs, the community and technical colleges have requested from the 1997 legislature funds for a ten-fold increase in the workforce development grant program for updating job training programs (\$10 million general fund request). These funds, if authorized by the 1997 legislature, should assure that sufficient resources exist to update all programs every few years. Workers reported a need for more computer training in all program areas. These computer training needs must be addressed to help assure that programs match the market demands.

Colleges have effectively served the employment needs of the 4,232 larger firms (employing 50 or more workers) in Washington state. About one in four such firms hired workers with training gained at the colleges. However, colleges can help to speed students back to work by connecting more closely with the opportunities in smaller firms. Of the 142,000 smaller firms (employing fewer than 50 workers), 1,250 have recently hired workers from the HB 1988 program. Colleges should work to increase the number of workers trained to meet the demands of Washington's smaller firms. Individualized work-based training is one strategy to better meet the needs of smaller firms. Rather than starting a new training program in an area where only a few new workers are needed each year, college staff could develop work-based learning opportunities combined with existing classes to tailor make programs for one or two students every few years.

SUMMARY

In the first three years of the HB 1988 program, colleges have provided training to 20,809 unemployed workers. Colleges use most of their HB 1988 funds for instruction by starting new vocational programs or to adding staff or equipment in high demand existing programs. The other target of funds is special HB 1988 aid for students.

Most of the workers served had a long tenure with a firm that either had closed its doors or had downsized. Job loss of this type typically have negative impact on future earnings. The idea of the HB 1988 legislation was to mitigate, to some extent, this negative impact of job loss by providing the opportunity for workers to learn the skills needed to compete for better paying jobs. Most who participated in HB 1988 enrolled in apprenticeship or job preparatory programs. The HB 1988 legislation also allowed for serving those whose re-employment chances would be improved by Adult Basic Education or English as a Second Language training or from career exploration in a program commonly called New Chance.

Results from the SBCTC study and the net-impact study show that retraining does pay-off for most workers. Some 80 percent became employed within seven to nine months after leaving training. Workers obtain jobs that provide them with 93 percent of the annual earnings before their job loss. Those who earned more than \$16 an hour before their job loss had much lower wage recovery rates. Those who earned up to \$10 an hour earned as much or more than they had earned before.

A new program, Training Completion Aid, which provides living expenses for workers in training after their unemployment insurance ends, proved successful in improving student retention

Workers were generally quite satisfied with the quality of their training and its benefit for returning them to work and for their quality of life in general. Worker satisfaction was not equally positive for all aspects of the program and the specific worker feedback has helped to direct program improvement.

The net-impact study found that the benefits of training related to future earnings depended on the type of courses taken. Benefits were substantial for those who took predominately courses in the sciences, math, technologies, trades and health fields. Those who took mostly vocational courses in sales and services, however, had lower earnings benefits than they might have gained by going directly back to work. The HB 1988 program increased the likelihood that workers took mostly courses of the first type and thus improved workers future earnings compared to the training at the college before HB 1988. After HB 1988, workers also entered training more quickly, which increased their retention and reduced the period of earnings loss.

These findings suggest a need to improve the retraining program in five areas:

- Focus on course taking that has a high pay-off.
- Examine the role of courses that have less earnings benefit than returning directly to work after a job loss.
- Expansion of the Training Completion Aid program.
- Help workers enroll quickly after their job loss and to make good decisions about their career area.
- Help students return to work more quickly after program completion.

ACKNOWLEDGMENTS

The accountability efforts of SBCTC are being conducted with the help of many SBCTC staff members. Dan McConnon, Director of Workforce Education, is the staff lead for the HB 1988 implementation and has played an important role in the data gathering and analysis for the accountability report as well. Lead staff member for the accountability report is Loretta Seppanen, Manager for Research and Analysis. Deralyn Gjertson has maintained the HB 1988 database and managed the many data match processes required. Sandy Main implemented the student survey. She managed the process from the pilot study to the final data quality assurance. Pat Ward collected data from the proprietary schools. Bruce Botka, Vallie Jo Fry, Linda McPike, Sandy Wall, and Jan Yoshiwara contributed to the accountability report. Ted Clark and Tracy Wheeler managed the process to develop a transcript database to meet the requirements of the Westat net-impact study. This was the first effort undertaken by Board staff to review transcript data. Michael Scroggins and Golden kept the computers running so that all these data could be used for the study. Centralia College Intern at the SBCTC, Marla Kaut, assisted with review of the report.

Employment Security Department staff provided data and expertise related to the unemployed workers in Washington and wage and employment histories of the HB 1988 students. Special thanks are due to Wendell Wilson and Wayne McMahon of the UI division; to Gary Bodeutch, Felix D'Allesandro and Kent Meneghin of the Labor Market and Economic Analysis office.

The students who responded to the survey deserve thanks for taking time to assist in providing data for this accountability report.

APPENDIX A

Data Sources

The accountability analysis is based on data drawn from a number of different sources. Most important sources in this analysis are:

SBCTC HB 1988 Database: Based on individual student enrollment records, this database provides considerable background information on the 20,809 students who enrolled under the terms of HB 1988. This file also includes data from the Unemployment Insurance system on pre-job loss employment and employment after leaving the colleges.

The Workforce Training Trust Fund Student Survey, Spring/Summer 1994 This survey provided additional background information and student perceptions related to training and service delivery. The 1,347 HB 1988 students who started a job training curriculum in winter 1994 were the population of this survey. Of these students, some 953 provided useable responses to the mail survey (71 percent response rate). Respondents matched the population well except for low response from Hispanics (3 percent of respondents versus 4 percent in population), African Americans (6 percent respondents compared with 7 percent in population), and from the subset of students who left between the winter and spring quarter (17 percent respondents versus 23 percent in population). Given the high response rate and relative similarity of respondents and the population, the survey results are judged to be highly representative of the students who are new to the college and in job training programs under HB 1988. Details on this survey are included in the First Annual Report published in December 1994.

The Survey of Former Students Who Participated in the Workforce Training Trust Fund Program: Some 879 respondents to the first survey who have left the college were surveyed again about three months after they left college. Of these, 498 responded for a 57 percent response rate. Appendix B provides more detail on the survey process and response rates.

Financial Management System and Information Request SBCTC staff used the statewide SBCTC Financial Management System to report and monitor expenditures under the program.

Westat Net-Impact Data: Westat had access to the UI records of 1.2 million Washington residents. SBCTC provided Westat with transcript data on 350,000 UI recipients who had attended college in the past. The firm also conducted surveys of 3,000 workers, some of whom had attended college and others who had not done so. Much of the cost of the net-impact study is due to the need to develop these large data sets for use in application of the statistical model.

GLOSSARY

Student FTE: One annual FTE is the equivalent of one student enrolled for 45 community college credit hours or 900 technical college contact hours in a year.

Headcount: Count of each student just once for the year or biennium regardless of how many times that student may re-enroll.

Dislocated worker: Workers laid off from declining industries or declining occupations or in timber impacted counties. About a quarter of all unemployed workers are coded as dislocated. For the purpose of this analysis, a computer protocol developed by the Labor Market and Economic Analysis Branch of the state Employment Security Department was used to identify these students. For programs such as the Job Training Partnership Act (JTPA), Trade Re-adjustment Act (TRA), and Timber Retraining Benefits program (TRB), additional data are used to determine eligibility as a dislocated worker.

Group 1 Courses: Westat, Inc. divided courses taken by dislocated workers into two groups based on the Classification of Instructional Programs (CIP) code of the course. The CIP code is a standard coding system used nationwide for all levels of education. Community and technical colleges assign a code to each course based on the subject matter covered. Westat regarded the following subjects as Group 1 courses:

- Health Occupations
- Graphic Arts
- Technical Writing
- Media Related
- Legal Assistant
- Information Technologies
- Science Technologies
- Auto/Diesel Technicians
- Aircraft Mechanics
- Construction Trades
- Welding
- Machinist
- Equipment Repair
- Equipment Operators
- Math
- Sciences

Students who took mostly Group 1 courses were regarded as Group 1 students even though they took some Group 2 courses as well. Most students did enroll in both Group 1 and Group 2 classes.

Group 2 Courses: Westat regarded the following subjects as Group 2 courses:

Retail Sales	Real Estate
Secretarial, Clerical	Banking and Finance
Library Assistant	Cashier/Checker
Teaching Assistant	New Chance
Early Childhood Education	ABE/ESL/GED
Commercial Food Service	English/Speech
Cosmetology	Humanities
Fire Science	Social Sciences
Corrections	Introduction to Business
Flight Attendant	Introduction to Computers
Hospitality	Parent Education
Horticulture	Developmental Math
Agriculture Related	Developmental English
Marketing	
Management	

Students who took mostly Group 2 courses were regarded as Group 2 students even though they took some Group 1 courses as well. Most students did enroll in both Group 1 and Group 2 classes.

APPENDIX B

**HB 1988 Student Survey
Survey of Former Students Who Participated in the
Workforce Training Trust Fund Program
Ongoing Survey**

Survey Purpose: SBCTC conducted the second survey of Workforce Training Trust Fund students to obtain student perceptions of their experience with services and education at the college. Survey results will also provide a description of re-employment circumstances not otherwise available.

Survey Population: The population studied consisted of 953 students who completed the first survey. These were all students in a job preparatory program at a community or technical college during winter quarter 1994. There were 1,347 students who met that criteria.

Survey Distribution: The survey was conducted by mail for those students with a usable address who had left the college. SBCTC obtained student addresses from the automated transcript files of the colleges. When the post office returned the first class survey mailer as undeliverable, SBCTC staff used credit bureau records (Equifax) to attempt to obtain a valid address.

The Equifax service provides address information only; no confidential credit information can be accessed. Use of this service costs \$2.25 for each matched Social Security number. For further information, call Equifax Credit Information Services, Inc., Suite 100, 14335 NE 24th Street, Bellevue WA 98007, (206) 865-0583, (800) 945-5796, FAX (206) 643-6491.

**Table BI
Workforce Training Trust Fund
Student Follow-Up Survey Response Rates**

If needed, three follow-ups were made after the initial mailing. A copy of the initial cover letter and the survey are attached.

Completion and Response Rates: Since Spring 1996, 879 students from the first survey have left college and have been sent this second survey. To date, 498 have returned the survey for a 57 percent response rate. Four percent were unreachable because the address used for the first survey no longer reached the students and no new address could be identified. Forty percent of the those surveyed have not responded to the three follow-up mailings.

	2 nd Survey Responses	
	Students	% of Total
Potential Respondents		
A. Returned Survey	498	57%
B. Refusals/ Non-Respondents	350	40%
Sub-Total	848	
C. Bad Address	33	4%
Total	879	
Response Rate		57%

Factors Influencing Certainty of Findings: This survey was of the entire population, thus sampling error is not an issue. But there are three other factors which are important in determining the degree of certainty about survey findings:

- **Measurement Error:** The degree to which questions asked truly measure what the researcher intended.
- **Non-Coverage:** The degree to which the entire population had an opportunity to be included in the sample.
- **Non-Response Bias:** Bias created if the answers from non-respondents were likely to differ considerably from respondents and the number of non-respondents was large enough to impact the findings.

All surveys have some degree of uncertainty -- the concern that findings do not represent the beliefs, attitudes, opinions or behaviors of the population studied. If uncertainty is low, the findings are far more useful. As a consequence, researchers attempt to control the four factors mentioned above to assure the highest level of certainty possible given the resources available to conduct the study.

In the case of this study, findings are regarded as high in certainty because the researchers were able to minimize bias and error related to non-response, measurement, and non-coverage bias.

Non Coverage: All HB 1988 respondents to the first survey who had completed their training or left college had the opportunity to respond to the second survey. There was no non-coverage error.

Non-Response Bias: Ideally, all persons selected will respond to a survey, an objective which is almost never accomplished. The lower the response rate, the greater the concern that results might be different than they would be had everyone responded. Non-respondents may have different opinions than respondents. Unfortunately, there is no way of knowing that for certain. The following procedures were used in an attempt to assure a high completion rate and low non-response bias:

- The survey was preceded by an initial letter asking for cooperation and explaining the purpose of the survey.
- A week later the survey was mailed with a hand-signed cover letter and first class return envelope. Up to three additional mailings were attempted.
- Respondents were given a toll free number to call if they had questions.

As shown in Table BII there are minimal differences between respondents and non-respondents. The most important differences were the somewhat higher representation of Native Americans, African Americans and those who left the college early among the non-response group. While the race based differences are large, the number of students of color is small and so this non-response level for some groups likely had little impact on the overall results. Any analysis by race and ethnic group must be done with considerable care. Graduates were somewhat over represented among those who responded to the survey, though the difference was fairly small.

Table BII
Comparison of Respondents Versus Non-Respondents

	<u>Respondents</u> (N=498)		<u>Non-Respondents</u> (N=381)	
Male	299	36.1%	230	60.4%
Female	180	60.0%	138	36.2%
White	400	80.3%	287	75.3%
Asian	16	3.2%	10	2.6%
Native American	10	2.0%	16	4.2%
Hispanic	13	2.6%	15	3.9%
African American	22	4.4%	34	8.9%
Other	2	0.4%	0	0.0%
Graduate	189	39%	147	33%
Other completer	22	4%	18	4%
Leaver	278	57%	281	63%

Measurement Error: The following factors helped reduce uncertainty regarding measurement (the extent to which the questions were understood and meant what was intended):

- SBCTC extensively pilot-tested items in the questionnaire with students at community and technical colleges.
- The questionnaire contained standard questions which had been previously pilot-tested and used in a variety of other settings.
- The survey was short and well-structured.
- Respondents did not have to work hard. The survey maintained their interest as was evident in the high rate of responses to the open-ended questions.

Conclusions: The survey results can be regarded as reasonably representative of the total population of HB 1988 students enrolled in job preparatory programs. Due to higher non-response rates for some groups in the first survey, conclusions about younger HB 1988 students, Hispanics, African Americans and those who leave the college early must be drawn with greater caution than conclusions about the survey population as a whole. Due to low response rates from Native Americans and African Americans in the second survey, it is inappropriate to use results to draw conclusions about these groups.

INITIAL COVER LETTER

<<date>>

«FIRSTNAME»«LASTNAME»
«STREET»
«CITY», «STATE» «ZIPCODE»

I want to take this opportunity to thank you for completing our workforce training survey related to your college experience during winter quarter 1994. Now that you are no longer enrolled at the college, we would like to know how your experience at the college impacted your life. This information will help us improve the effectiveness of future training programs.

The results of this second survey will be made available to members of the legislature, state agencies, local community and technical colleges, and interested citizens in subsequent years. You may receive a summary of the results by putting your address on the back of the return envelope which is enclosed.

In order for the results of this survey to truly represent the feelings of individuals who participated in the Workforce Training Program, it is important that each survey be completed and returned. The opinions and information you give will be kept confidential. The questionnaire has an identification number for mailing purposes and to allow us to match your response with college records. We maintain strict security measures to assure that your individual data is not disclosed to anyone outside our research staff.

I would be happy to answer any questions you might have about the workforce training research. You may call my office toll-free during the week, 8:00 a.m. to 4:30 p.m. The number is 1-800-832-4473.

Sincerely,

Dan McConnon
Director of Workforce Education

Enclosures

**Washington State Community and Technical Colleges
Survey of Former Students Who Participated in the
Workforce Training Trust Fund Program**

Second Survey

Survey of Former Students

Thank you for completing our earlier survey. Your assistance in completing and returning this survey is also very important! The results of this survey will help us improve community and technical college services to laid-off workers.

CURRENT STATUS

Q-1. What is your current employment situation (this week)?(Circle one response.)

1. Working full or part-time
2. Not working (Go to Q-11)

Q-2. Which best describes you?(Circle one response.)

1. Self-employed in own business, professional practice or firm
2. Full-time employed--that is, 32 hours or more a week
3. Part-time employed--that is, less than 32 hours a week

Q-3. How would you describe your present job as it relates to your training?(Circle one response.)

1. Very related to training
2. Related or somewhat related to training
3. Not related to training
4. Uncertain

Q-4. How would you describe the level of your work, given your experience and training(Circle one response.)

1. Definitely beneath my level
2. Somewhat beneath my level
3. Appropriate for my level
4. Too advanced for my level
5. Don't know

Q-5. Is your current job related to the job you had before you were laid-off? (Circle one response.)

1. Very related
2. Somewhat related
3. Not at all related

Q-6. Did you need to relocate to gain employment in the field for which you were trained? (Circle one response.)

1. Yes
2. No (Go to Q-7)

Q-6A. If yes, did you receive any relocation assistance from any agency, organization, or the college? (Circle one response.)

1. Yes
2. No

Q-7. Do you have a health care plan at your current job? (Circle one response.)

1. Yes
2. No

Q-8. Do you have a retirement plan at your current job? (Circle one response.)

1. Yes
2. No

Q-9. Are you a union member at your current job? (Circle one response.)

1. Yes
2. No
3. Uncertain

Q-10. What is the title of your current job? Describe duties.(Go to Q-12)

Q-11. If you are not currently employed, which best describes you(Circle one response.)

1. Full-time homemaker
2. Unemployed, actively looking for work
3. Unemployed, not seeking work
4. Other _____
(Please describe)

Q-11A. If you answered “2” to the above question, are you seeking a job related to your former work, your training, or different than both?(Circle one **best** answer.)

1. Related to my formerwork before I became unemployed
2. Related to my studies at the college
3. Looking for any employment

Q-12. How helpful would it have been to have had more time devoted to the following areas while you were at the college?(For each item, **circle** the one number which best represents your response on a scale of 1 to 5 where “1” means not helpful and “4” means very helpful.)

	<u>Not Helpful</u>	<u>Somewhat Helpful</u>	<u>Moderately Helpful</u>	<u>Very Helpful</u>
a. Career decision making	1	2	3	4
b. Financial planning	1	2	3	4
c. Time management	1	2	3	4
d. Job search skills	1	2	3	4
e. Math	1	2	3	4
f. Writing	1	2	3	4
g. Speaking effectively	1	2	3	4
h. Working in groups	1	2	3	4
i. Listening effectively	1	2	3	4
j. Use of computers	1	2	3	4
k. Problem solving skills	1	2	3	4

Q-13. What other areas would you advise the college to address to better prepare you for re-employment?

Q-14. Regardless of the financial loss or gain, do you feel your experiences at the college have improved the quality of your life?(Circle one response.)

1. Definitely
2. Somewhat
3. Not at all

YOUR LAST QUARTER AT THE COLLEGE

Q-15 During your last quarter at the college, did any of the following difficulties apply to your situation? (**Circle** one response for each item.)

	<u>Applied</u>	<u>Did Not Apply</u>
a. No money for tuition, supplies, and/or books	1	2
b. Did not have adequate transportation	1	2
c. Did not have adequate child care arrangements	1	2
d. Could not pay rent or mortgage	1	2
e. Could not pay for other personal expenses	1	2
f. Family split up	1	2

Q-16 Please evaluate the information you received during your last quarter at the college. To what extent do you agree with the following statements.(For each item, **circle** the one number which best represents your agreement or disagreement on a scale of 1 to 4 where “1” means strongly disagree and “4” means strongly agree. If the item does not apply, **circle** 0.)

	<u>Strongly Disagree</u>		<u>Strongly Agree</u> <u>NA</u>		
a. I received consistent information on services available through the college and other agencies; that is, information that was not contradictory.	1	2	3	4	0
b. I received information in a timely manner.	1	2	3	4	0

Q-17 What advice would you give the college regarding improving information provided to students?

Q-18 How easy or difficult were college courses for you(**Circle** one response.)

1. Easy
2. Some easy, some difficult
3. Mostly difficult

Q-19. During your last quarter at the college, how satisfied were you with your experience in the college program in the following areas?(For each item, **circle** the one number which best represents your satisfaction on a scale of 1 to 4 where “1” means very dissatisfied and “4” means very satisfied. If the item does not apply, **circle** 0.)

		<u>Very Dissatisfied</u>		<u>Very Satisfied</u>	<u>NA</u>	
a.	Quality of instruction	1	2	3	4	0
b.	Up-to-date equipment for my program	1	2	3	4	0
c.	Ease of getting enrolled	1	2	3	4	0
d.	Ease of getting financial assistance	1	2	3	4	0

Q-20. During your last quarter at the college, how satisfied were you with your experience in the college or with other agencies in the following areas?(For each item, **circle** the one number which best represents your satisfaction on a scale of 1 to 4 where “1” means very dissatisfied and “4” means very satisfied. If the item does not apply, **circle** 0.)

		<u>Very Dissatisfied</u>		<u>Very Satisfied</u>	<u>NA</u>	
a.	Help with career planning	1	2	3	4	0
b.	Help with my job search	1	2	3	4	0
c.	Financial assistance for training	1	2	3	4	0
d.	Help in obtaining financial assistance for personal needs	1	2	3	4	0
e.	Selecting a training area with good job opportunities	1	2	3	4	0
f.	Overall help in assisting me to return to employment	1	2	3	4	0

Q-21. The college and the Job Service Center or local Private Industry Council (PIC) are working together to best serve the needs of laid-off workers. Related to your job search, do you agree that the college and these other agencies worked well together?(**Circle** one response.)

1. Did not work together
2. Worked together okay
3. Worked together to really help me
4. Do not know

LEAVING THE COLLEGE

Q-22. Which of the following statements applied to your situation when you left the college? (Circle one response for each.)

	<u>Applied</u>	<u>Did Not Apply</u>
a. I had completed my training.	1	2
b. My unemployment insurance benefits ended.	1	2
c. I needed to find a job rather than continue school.	1	2
d. I had found a job that met my needs.	1	2
e. I returned to my former job.	1	2
f. Staying in college was of little benefit to me.	1	2
g. Job or family responsibilities conflicted with college.	1	2
h. Other circumstances best described my situation.	1	2

(please specify)

Q-23. To what extent have you met your educational objective while enrolled at the community college? (Circle one response.)

1. Met completely
2. Met partially
3. Not met at all
4. Changed objectives
5. Not sure

Q-23A. If you answered "3" to the above question, why haven't you met your educational objective? Give a brief explanation.

Q-24. Were you receiving standard unemployment insurance benefits in the month after you left the college? (Circle one response.)

1. Regular
2. Extension
3. Was not receiving benefits
4. Uncertain

Q-25. Would you recommend the college to your friends and acquaintances(Circle one response.)

1. Yes
2. No
3. Uncertain

Q-26. What would you say were the primary weaknesses of the college program(Circle all that apply.)

1. None
2. Not oriented to job market
3. Poorly structured
4. Poor faculty
5. Expensive
6. Not up-to-date
7. Uninteresting
8. Other (please describe):

Q-27. What would you say were the primary strengths of the college program(Circle all that apply.)

1. None
2. Well oriented to job market
3. Well structured
4. Good faculty
5. Affordable
6. Up-to-date
7. Interesting
8. Other (please describe):

Q-28. What advice would you give the college regarding ways to better serve students in your situation?

FAMILY INCOME

Q-29. Compare your current earnings from work to your earnings before you were laid-off. Are your total earnings before taxes today. (Circle one response.)

1. A lot more than before I was laid-off
2. Somewhat more than before
3. The same
4. Somewhat less than before
5. A lot less than before
6. Not currently working

Q-30. Which income level best represents your estimated family income for the coming year? (Circle one response.)

1. \$0 to \$14,999
2. \$15,000 to \$29,999
3. \$30,000 to \$49,999
4. \$50,000 or more

Thank you for your participation in this survey. Please return the survey in the enclosed stamped envelope. If you would like a copy of the results, please put your address on the back of the return envelope.

**SBCTC - WORKFORCE TRAINING TRUST FUND PROGRAM
PO BOX 42495
OLYMPIA WA 98504-2495**

If you have any questions, please call SBCTC at 1-800-832-4473

APPENDIX C

Programs Established In 1995-96 Under HB 1988

College	Proposal Title	Funded FTEs
Bates	Network/Software Specialist	36
Bates	Pre-employment Manufacturing	12
Bates	Ready-Set-Go Career Transition Program	11
Bellevue	Computer Literacy Assessment	25
Bellevue	Meeting Technical Support Workforce Demands	35
Big Bend	Workforce Training/Maintenance Technology	5
Centralia	New Chance	20
Clark	Career Transitions	14
Clark	Network Administration	20
Clover Park	CHOICES--Paths to Transition in Careers	25
Clover Park	Environmental Science and Technology	20
Clover Park	Pre-employment Manufacturing	12
Clover Park	Urban Irrigation Technician	19
Columbia Basin	Hanford Layoffs	200
Columbia Basin	Pharmacy Assistant Level A	10
Edmonds	Computer Information Systems for WFrng	25
Edmonds	Transition/Strategies for Success	25
Everett	Enhancing Computer Software Training	30
Grays Harbor	Correctional Officer Training Program	23
Green River	Automotive Recycling Technician	25
Green River	Business Logistics and Transportation	25
Green River	Cashier/Checker	16
Green River	Fiber Optic Technician	20
Green River	Pre-employment Manufacturing	12
Green River	Welding/Metal Fabrication	20
Highline	Basic Skills for Career Transition	32
Highline	Chiropractic Technician	30
Highline	Meeting the Client/Server Needs of Industry	31
Highline	Pre-employment Manufacturing	12
Lake Washington	Motor Vehicle Technician Training Program	24
North Seattle	Computer Information SystemDvlp Program	30
North Seattle	Computer Service TechnologyDvlp Program	30
North Seattle	Entrepreneurial Training	12
Olympic	Engineering Prototyping with CAD	20
Olympic	Local Area Network Administrator/Electronic	20
Olympic	Paths to Employment	30

College	Proposal Title	Funded FTEs
Peninsula	Chemical Dependency Counselor Certificate Program	20
Peninsula	Financial Services Certificate Program	10
Peninsula	Massage Therapy Certificate Program	18
Pierce	Nondestructive Testing Program	20
Pierce	PierceWorks! A Career Transition Program	20
Pierce	Pre-employment Manufacturing Program	32
Renton	Job Skills for Trade and Industry	23
Renton	Legal Administrative Assistant	34
Seattle Central	Radiotelecommunications Technology	20
Seattle District	Career Transition Program	40
Seattle District	Corrections	65
Shoreline	Automotive Service Coordinator	22
Skagit Valley	Medical Assistant Training	20
Skagit Valley	Truck Driver Training	15
So Puget Sound	Pre-employment Manufacturing Program	12
So Puget Sound	Telecommunications Technologies	12
Spokane	Career Express	18
Spokane	Career Transition Program for ESOL Students	20
Spokane	Training Adults w/Cognitive Disabilities	6
Tacoma	Correctional Officer Training Program	7
Tacoma	Pre-employment Manufacturing Program	12
Tacoma	Reserve Police Academy	10
Walla Walla	Bilingual Bicultural Transition Program	20
Walla Walla	Louisiana Pacific Layoffs	17
Walla Walla	Manufacturing and Mechanical Track	50
Wenatchee	Hispanic Orchard Employee Education Program	38
Whatcom	Computer Support Specialist	25
Yakima Valley	Computer Support Specialist	14
Yakima Valley	Workforce Transition Center w/o Walls	48