

**Trade Adjustment Assistance Community College and Career Training Grant Program
Report for Fiscal Year 2012 to the Committee on Finance of the United States Senate and
Committee on Ways and Means of the United States House of Representatives**

INTRODUCTION

The Department of Labor, Employment and Training Administration (ETA), submits the following report on the Trade Adjustment Assistance Community College and Career Training Grant Program (TAACCCT) to the Committee on Finance of the U.S. Senate and the Committee on Ways and Means of the U.S. House of Representatives, in accordance with section 271(e) of the Trade Act of 1974. With respect to the annual report for Fiscal Year (FY) 2012, this provision requires the Department of Labor to provide:

- (1) A summary of the TAACCCT grants awarded in the preceding fiscal year (FY 2012);
- (2) An assessment of the impact of each award of a grant under this section in a fiscal year preceding the fiscal year referred to in paragraph (1) (FY 2011) on workers receiving training under section 236 of the Trade Act of 1974; and
- (3) The following data relating to program performance and outcomes for grants awarded in the year prior to the preceding fiscal year (FY 2011):
 - a) Of the grants awarded under this section, the amount of funds spent by grantees.
 - b) The average dollar amount of grants awarded under this section.
 - c) The average duration of grants awarded under this section.
 - d) The percentage of workers receiving benefits under chapter 2 that are served by programs developed, offered, or improved using grants awarded under this section.
 - e) The percentage and number of workers receiving benefits under chapter 2 who obtained a degree and the number of those who did not complete a degree through such programs, and the average duration of the participation of such workers in training under section 236.

REPORT SUMMARY

This report contains the requested information regarding the TAACCCT program in five sections. The first section contains an overview of the TAACCCT grant program, including a summary of key differences between the first round of grant awards (FY 2011 awards) and the second round of grant awards (FY 2012 awards). The second section contains a summary of the grants awarded in FY 2012. The third section contains an assessment of the impact of the first round of grant awards made in FY 2011 on workers receiving training under section 236 and provides an analysis of the impact of grants awarded in FY 2011 with respect to the performance and outcomes measures specified in the provisions relating to this report. The fourth section contains an analysis of the impact of the FY 2011 awards with respect to other performance and outcome measures. Finally, the fifth section contains information regarding next steps.

The first year of FY 2011 grants was devoted primarily to program development activities, such as enhancing curriculum and building institutional capacity. As planned, grantees have focused the first year on program and curriculum development and have only begun to launch these programs, offering these new programs and curriculum to a small cohort of participants. While this report does present data on the performance and outcome measures, it is important to note that this data represents very

early progress and that the number of participants represents a small portion of the total number of individuals that will ultimately enroll in these grant programs. In addition, after just one year of grant activity, few participants will have completed these programs, many of which are up to two years in length.

SECTION I. PROGRAM OVERVIEW

The TAACCCT Grant Program is authorized by the Trade Act of 1974 under Chapter 4 of Title II. The purpose of this grant program is to provide eligible institutions of higher education with funds to expand and improve their ability to deliver education and career training programs that (a) can be completed in two years or less; (b) result in skills, degrees, and credentials that prepare program participants for employment in high-wage, high-skill occupations; and (c) are suited for workers who are eligible for training under the Trade Adjustment Assistance (TAA) for Workers program, under Chapter 2 of Title II of the Trade Act. According to the FY 2011 TAA for Workers Annual Report¹, TAA for Workers participants were typically male, age 47 or older who had not attained a post-secondary education and an average tenure of 15.5 years with their employer prior to separation. The TAACCCT Grant program outlines priority areas and strategies that correspond to the needs of these trade-affected workers, and addresses barriers to entry faced by individuals who are older, less educated, and have been out of both educational institutions and the job market for many years. Although TAACCCT funded programs are designed to address the needs of these workers, enrollment in TAACCCT programs is open and available to the broader community at each institution, as determined by the institution. The grants are not used to pay the costs of tuition for any students (including TAA participants whose tuition costs are funded through the TAA program).

The TAACCCT Grant Program is funded by appropriations that were provided under the Health Care and Education Reconciliation Act of 2010, which appropriated \$500 million for the program for each of Fiscal Years 2011-2014, for a total of \$2 billion. Under the Trade Act, not less than 0.5 percent of the amount appropriated for each fiscal year is to be awarded to eligible institutions in each State, the District of Columbia, and Puerto Rico.² Grants are made to eligible institutions for individual projects, or projects for a consortia of institutions in a single state or multiple states that are referred to in this report as “consortium applicants” or “consortium grants”.

The FY 2011 Solicitation for Grant Applications (SGA) provided for grants ranging from \$2.5 million to \$5 million for individual applicants and from \$2.5 million to \$20 million for consortium applicants. ETA published the solicitation for the FY 2011 grant competition on January 20, 2011. The grantees were announced on September 26, 2011.

The FY 2012 SGA stated that grants ranging from \$2.5 to \$3.0 million for single institution applicants and \$5 million to \$15 million for consortium applicants would be awarded. ETA published the solicitation for the FY 2012 grant competition on February 24, 2012. Grantees were announced on September 19, 2012.

¹ <http://www.doleta.gov/tradeact/docs/AnnualReport11.pdf>. See Table 9, FY 2011 New Participant Profile. New TAA for Workers participants in FY 2011 were, on average, 55 percent Male, 64.1 percent White, 63 percent with High School Diploma/GED or less, and aged 47.5.

² For the purposes of the TAA for Workers program and therefore for this grant program, the District of Columbia and Puerto Rico are each treated as a “state” and all subsequent references to a “state” in this report will include the District of Columbia and Puerto Rico.

Key Differences between FY 2011 and FY 2012 SGAs

After awarding FY 2011 grant awards and in preparation for the FY 2012 SGA, ETA convened several workgroup meetings with its Federal partners, including representatives from the U.S. Department of Education, the White House Office of Management and Budget, and the White House Office of Science and Technology Policy, to review the preliminary outcomes of the FY 2011 grant awards for TAACCCT and to discuss key policy issues. Based on these discussions and early lessons learned during the implementation of the FY 2011 grants, the second SGA expanded and clarified several of the priorities. A summary of the differences that resulted can be found in Table1 and are discussed below.

Efforts to Avoid State-Designated Grantees

As previously noted the Trade Act requires that each State receive not less than 0.5 percent of the amount appropriated for each fiscal year. According to the terms of the competition, the State agency overseeing State college systems was responsible for identifying an eligible institution to receive the grant award in any state where an application was not scored in the fundable range.

During the FY 2011 grant competition, the 0.5 percent requirement could be met if a grant was awarded to any eligible institution in a state, a consortium of institutions in a state, or was part of a consortium led by an institution in another state. In FY 2011, 17 states either did not submit an application or the application submitted was not scored in the fundable range. Those 17 State agencies designated an eligible institution in their respective states that worked with ETA to develop statements of work to meet the requirements of the SGA. In an effort to better ensure that each State would receive at least the minimum funding through the competitive process, ETA adjusted the award structure of the FY 2012 SGA to require that one eligible institution in each State would receive a grant award of \$2.5 to \$3.0 million, and these grantees would be selected separately from the \$5 to \$15 million awards made to consortium applicants. ETA hoped that as a result of this change, all states would receive funding through the grant competition by submitting an application in the fundable range.

In FY 2012, 22 states did not have single institution applications scoring in the fundable range, and in three of these states, institutions did not submit applications. ETA is currently working with grantees in these states to develop statements of work that meet the requirements of the SGA. In addition, ETA continues to explore options for reducing the number of states that do not have applications scoring in the fundable range in future solicitations.

A. Stronger Focus on Individuals Eligible for the TAA for Workers Program

In addition to concerns regarding the funding distribution following FY 2011, ETA received Congressional feedback that there should be a stronger focus on individuals eligible for the TAA for Workers Program in the grant award process.

The FY 2011 SGA addressed the needs of trade-impacted workers both directly and indirectly. Grantees could earn 10 points out of 100 possible points for demonstrating an understanding of the needs of the target population (i.e., TAA-eligible workers) in the communities they planned to serve. Indirectly, the SGA integrated four priority areas and strategies that correlated with the primary barriers to employment faced by trade-impacted workers. The program designs for all projects addressed one or more of these priorities.

The FY 2012 SGA further strengthened the emphasis on trade-impacted workers. Applicants were required to provide evidence that they would serve individuals eligible for the TAA for Workers program through partnership agreements with community outreach organizations, agencies that administered the TAA for Workers program, the public workforce system, and through alignment with employers.

B. Core Elements

The four priorities in the FY 2011 SGA were incorporated and expanded into five core elements of the FY 2012 SGA. The five elements were created to address the primary barriers to employment faced by trade-impacted workers. Applicants were required to incorporate all five of these core elements into their proposed program designs. The five core elements were:

1. Evidence-Based Design
2. Stacked and Latticed Credentials
3. Online and Technology-Enabled Learning;
4. Transferability and Articulation; and
5. Strategic Alignment

In addition to the core elements requirement, the SGA established mandatory priority of enrollment for any individual eligible for training funded by the TAA for Workers program.

C. Third Party Project Evaluation

ETA is interested in determining whether the activities supported through this grant program have impacted labor force outcomes for participants. Recipients of the FY 2011 TAACCCT grants are required to participate in a national evaluation of grants as a condition of the award. As a part of the national evaluation, a process implementation study will include all Rounds of grants and a cross-site outcomes analysis will select grants with similar programs and similar evaluation interventions.

The FY 2012 SGA required each applicant to propose an appropriate third-party evaluation of their project. Applicants were encouraged to propose a rigorous, quantitative evaluation on participants using random-assignment experimental design or another appropriate methodology. Applicants were allowed to propose allocated evaluation costs of up to 10 percent of the total budget. Further, to ensure that grantees will have time to collect comprehensive outcome data on their grants, the fourth year of the grant will be dedicated to gathering information and data for reporting outcome measures, and completing the requirements of the third party evaluation.

TABLE 1. Summary of Key Differences in the FY 2011 and FY 2012 SGA

	SGA – FY 2011	SGA – FY 2012
Award Competition	The minimum funding requirement could be met through a single award, consortium award, or a combination of the two.	The minimum funding requirement could ONLY be met by a single institution award so that each state would have a primary fiscal agent.
Focus on TAA-Eligible Workers	<ul style="list-style-type: none"> • TAA-eligible workers were primary target group • Applicants required to demonstrate community outreach for needs assessment and project planning 	<ul style="list-style-type: none"> • TAA-eligible workers are primary target group • Applicants required to provide evidence that they would serve TAA-eligible workers through community outreach, partnerships with TAA-agencies, the public workforce system, and strategic alignment with employers • Mandatory priority of enrollment for TAA-eligible training participants
Priorities/Core Elements	Applicants could choose to address one or more of these four priorities for project design: <ol style="list-style-type: none"> 1. Accelerate Progress for Low-Skilled and Other Workers; 2. Improve Retention and Achievement Rates to Reduce Time to Completion; 3. Build Programs That Meet Industry Needs, Including Developing Career Pathways; and; 4. Strengthen Online and Technology-Enabled Learning 	Applicant required to include five Core Elements in project design: <ol style="list-style-type: none"> 1. Evidence-Based Design 2. Stacked and Latticed Credentials 3. Online and Technology-Enabled Learning; 4. Transferability and Articulation; and 5. Strategic Alignment
Third Party Project Evaluation	Third-party project evaluation was not required for all. Grantees were asked to report data on a comparison cohort of non-program participants to support a national evaluation.	All applications required to include a budget, design, and implementation plan for an appropriate third-party evaluation of their proposed project to be funded as part of the grant. Added fourth year to period of performance to allow time for evaluation.

SECTION II. SUMMARY OF AWARDS MADE IN FY 2012

The FY 2012 grant competition addressed the legislative requirement that ETA award at least 0.5 percent of the total amount of available funds to at least one eligible institution in each State, the District of Columbia and Puerto Rico. In order to meet this requirement and to ensure that each State had at least one fiscal agent, ETA first awarded grants to individual institutions in each state, then to consortia, based primarily on panel review scores. The FY 2012 grant cycle resulted in a total of 177 applications and 79 grant awards.

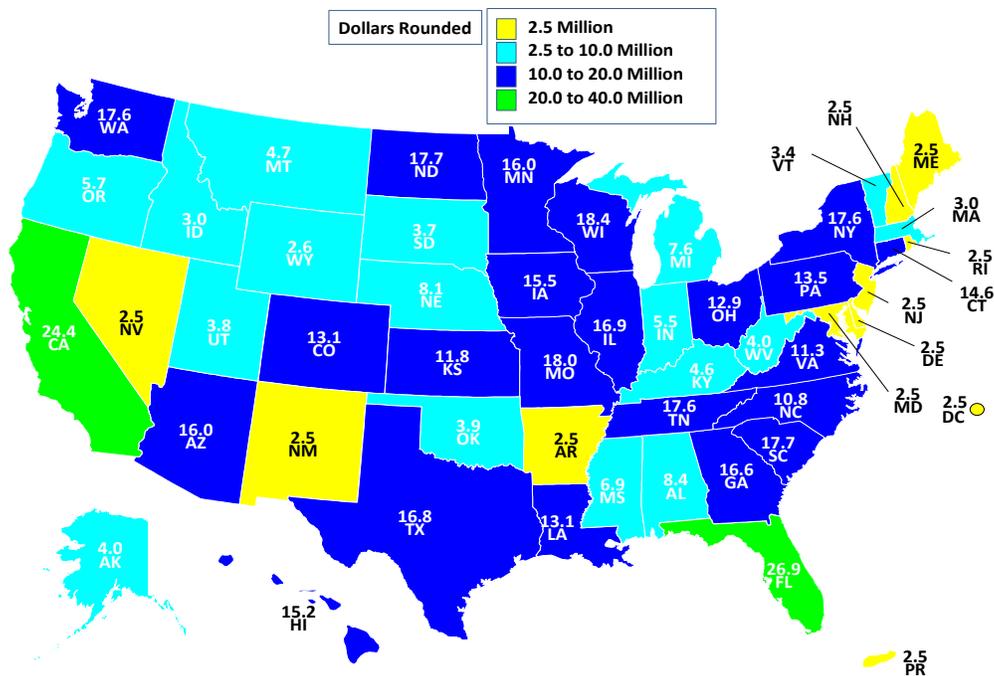
The grant awards in the FY 2012 competition included twenty-seven (27) grants ranging from \$2.5 million to \$3 million each for single institution applicants, twenty-seven (27) grants ranging from \$5 to \$15 million each for single and multi-state consortium applicants, and twenty-five (25) state-designated grants of \$2.5 million each. In total, 79 grants, representing close to 300 institutions of higher education, were awarded funds either as single institution applicants or as the lead institutions of single and multi-state consortia.

The period of performance for FY 2012 awards began on October 1, 2012, and will end on September 30, 2016. During the first three years, grant recipients will build capacity by expanding infrastructure, purchasing new equipment, upgrading technology, designing and developing new programs, and

offering new courses. ETA expects that grantees will begin enrolling participants in education and training programs no later than 12 to 18 months after the grant award date. The final 12 months of the period of performance will be limited to gathering information and data for reporting outcome measures and completing the requirements for the third-party evaluation.

Figure 1 below illustrates the distribution of FY 2012 TAACCCT grant funds by state. Appendix A of this report provides a complete list by state of all institutions receiving FY 2012 TAACCCT funding. A complete list of the grant awards and project summaries can be found on the TAACCCT website at <http://www.doleta.gov/taaccct/grantawards.cfm>.

FIGURE 1. FY 2012 TAACCCT Total Award Amounts by State



Industry Impact of FY 2012 TAACCCT Grants

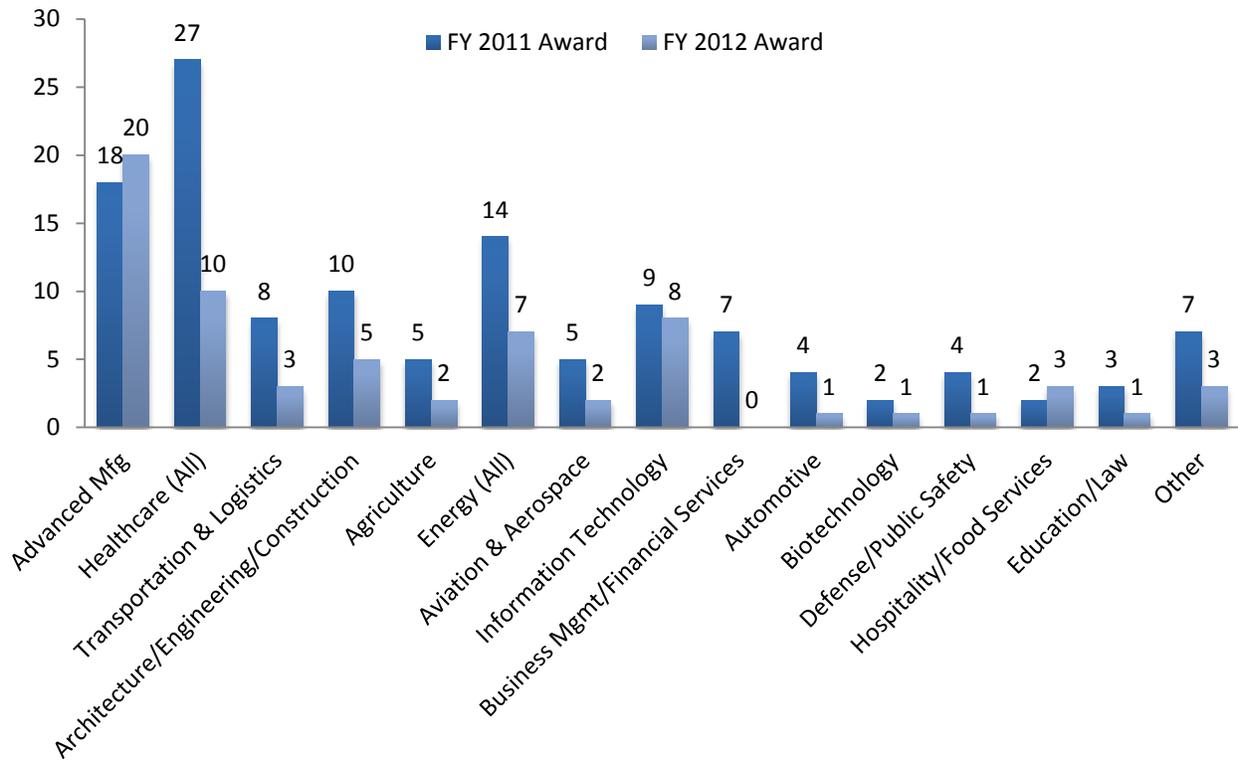
FY 2012 TAACCCT grants continue to support partnerships between institutions of higher education and employers to develop programs that provide pathways to good jobs for adult workers. Efforts include building instructional programs that meet specific industry needs, incorporating innovative and sophisticated online and technology-enabled learning strategies that lead to improved learning outcomes and retention rates, and providing students and the public with access to free, digital learning materials. Each grantee has at least one employer partner that has jobs available and needs trained workers to fill them, underscoring the importance of employer engagement and industry-validated credentials.

In developing curricula for their programs, grantees were required to address each of the five core elements (mentioned above and described further below), proposing innovative and evidence-based

approaches to redesigned workforce education and training in high-demand industry sectors. As with FY 2011 grantees, FY 2012 projects are focused on industry sectors with the greatest need and projected job growth in areas they plan to serve.

Figure 2 below illustrates the wide variety of industry sectors addressed through the TAACCCT investments in both FY 2011 and FY 2012. Thirty-eight percent (38 percent) of FY 2012 projects focus on the advanced manufacturing and healthcare industries, two industry sectors that are vital to the growth of American economy. In addition, the industry sectors of energy, information technology, architecture, engineering and construction are well-represented among the remaining projects.

FIGURE 2. TAACCCT Grants by Industry Sector



Educational Impact of TAACCCT FY 2012 Grants

Grantees each proposed developing at least one articulation agreement with a university to provide an educational pathway for individuals interested in continuing their education by earning a four-year degree. Through TAACCCT investments, community colleges and other institutions of higher education will be able to expand capacity to provide education and training to more workers for high-quality jobs and help them start careers in fields ranging from advanced manufacturing and transportation to health care and STEM – science, technology, engineering and math – areas.

The TAACCCT grant program is intended to have a widespread and lasting impact on higher education systems across states and the country. With TAACCCT funding, these educational institutions will have

the resources necessary to make broad improvements to education and training programs in high-demand industries. These improvements address barriers to enrollment in training, successful completion of training, and expeditious re-entry into the workforce, and allow students to complete certificates or degrees in two years or less while providing the industry recognized skills that improve employment outcomes. In addition, with the requirement that all new materials developed with TAACCCT funding be openly licensed and free to the public, grantees are providing ways for educational institutions to develop and deliver low-cost programming for adults and other learners. Finally, through the TAACCCT grant program, educational institutions are piloting and implementing innovative and advanced uses of online and technology-enhanced courses and programs to address the needs of students.

Fifteen FY 2012 grants represent consortia of institutions within a single state. In many cases, these single-state consortia include all community and technical colleges in that state, providing opportunities for systemic innovations in the delivery of higher education to adult learners.

Twelve FY 2012 grants represent consortia with institutions in multiple states in a single industry area. These projects will leverage the resources in each local area to create programs that are intended to revolutionize the training and career pathways in individual industry sectors. Multi-state projects also extend the reach of TAACCCT funding to diverse populations and broad geographic areas.

In addition, TAACCCT FY 2012 grants emphasize the use of evidence in program design, collection of student outcome data, and program evaluations that build knowledge about which strategies are most effective in placing unemployed workers in jobs. Like FY 2011 grantees, FY 2012 grantees are required to develop data sharing agreements with State workforce agencies or agencies administering unemployment insurance programs to ensure that the employment outcomes of students are tracked, and to provide feedback to the grantees for continuous improvement of their projects.

Addressing the Needs of Trade-Affected Workers

The FY 2012 SGA outlined five core elements to address the primary re-employment barriers faced by trade-affected workers and promote aspects of training programs proven to be most effective for that group, including credential attainment. The core elements are:

1. **Evidence-Based Design** – to fund strategies that are likely to improve education and employment outcomes for program participants while providing grantees the flexibility to identify and integrate effective strategies in their education and training programs and adjust or improve weaker strategies;
2. **Stacked and Latticed Credentials** – to provide more opportunities for TAA-eligible workers and other adults to earn post-secondary credentials, while supporting the interoperability of programs and reducing duplication across funded programs;
3. **Online and Technology-Enabled Learning** – to effectively serve TAA-eligible workers and other adults with online and hybrid (combining tradition and online) learning strategies that allow learners to balance the competing demands of work and family as they acquire new skills at a time, place, and/or pace convenient for them;
4. **Transferability and Articulation** – to create career pathways for TAA-eligible workers and other adults to further their education, including through increased cooperation among institutions both within and across state lines, and linkages with programs such as

postsecondary career technical education, pre-apprenticeship and apprenticeship programs that lead to credit-bearing coursework and employment; and

5. **Strategic Alignment** – to ensure that employers and the public workforce system are actively engaged in identifying the necessary skills and competencies for the program(s), and who will assist with aspects of program implementation.

SECTION III. ASSESSMENT OF IMPACT OF FY 2011 AWARDS ON WORKERS RECEIVING TRAINING UNDER THE TAA FOR WORKERS PROGRAM

According to the award criteria provided in the Trade Act, the FY 2011 SGA specified that the TAACCCT grants would provide funds to higher education institutions to expand and improve their ability to deliver education and career training programs that can be completed in two years or less, are suited for workers who are eligible for training under the TAA for Workers program, and prepare program participants for employment in high-wage, high-skill occupations.

The TAA for Workers Program serves a unique population of displaced workers. These workers are typically older than the general dislocated worker population, with longer job tenures and lower levels of education than the general dislocated worker population. The demographic composition of New TAA Participants entering the TAA for Workers Program in FY 2011 and FY 2012 are displayed in Table 2 below. These workers are served through intensive retraining, income support (known as Trade Readjustment Allowances) and other supportive services that help this population attain the skills and education necessary to become re-employed.

TABLE 2. Participant Profile of New Participants in the TAA and TAACCCT Program

Participant Description	FY 2011 TAA Participants (Average)	FY 2012 TAA Participants (Average)	FY 2011 TAACCCT Participants	2009 Community College Enrollment (Average) ³
Gender	Male (55%)	Male (59.5%)	Male (48%)	Male (43%)
Race	White (64.1%)	White (67.4%)	White (45.3%)	White (54%)
Age	46.7	48.4	26.5	28

Based on the four priorities outlined in the SGA, FY 2011 grantees began to develop education and training programs to address barriers to enrollment in training, successful completion of training, or expeditious re-entry into the workforce. Although these programs targeted the specific needs of trade-impacted workers, they were also strategies shown to be the most helpful for increasing attainment of degrees, certificates, and other industry-recognized credentials in a broader range of adult learners, including unemployed or underemployed workers, dislocated workers, veterans, and the diverse population of adults enrolled at community college systems.

These programs represent an array of diverse training strategies, new collaborative endeavors between the education and workforce system with industry organizations, businesses, and community organizations, and innovative technology-based delivery mechanisms. Some of the best practices and

³ Data from the 2009 Department of Education, National Center for Education Statistics, Integrated Post Secondary Education Data System Fall Enrollment Survey.

other early successes from this first year are highlighted in the Sections A through H below. These highlights may not reflect the entire scope of an institution's project.

A. Expanding and Improving Capacity

One of the most fundamental barriers to enrollment in training faced by TAA eligible workers is the availability of appropriate training programs. Regulations of the TAA for Workers program require participants to enroll in training within a limited time period after receiving an eligibility determination⁴. Participants interested in training are often not able to enroll in programs when popular programs do not have available seats or a new academic term does not start in time. Data from the Trade Activity Participant Report (TAPR) show that in FY 2012, of all the participants that received waivers to postpone training, close to 4,000 or 30 percent of these were due to the unavailability of suitable training programs or enrollment in training programs in their local area.

During the first year of their FY 2011 grants, grantees worked to greatly expand the educational infrastructure of their local communities by creating over 200 new programs of study in 20 high demand occupations. Grantees also focused on increasing the availability of developmental education programs, further reducing a barrier to enrollment by those trade-affected and other adults who do not have the proper prerequisites to begin their training programs.

- **Northwest Arkansas Community College (AR)**, is leading a statewide consortium of all 22 community colleges in Arkansas to implement redesigned developmental education strategies, **Path to Accelerated Completion and Employment (PACE)**. Sixty-five redesigned developmental math courses have been piloted for the Fall 2012 semester, encompassing 564 course sections. The consortium has also begun to successfully implement redesign of reading and writing courses, with 62 courses and 169 sections piloted in the Fall 2012 semester. Additionally, all colleges in the consortium have made significant progress implementing redesigned career and technical programs with over 135 redesigned programs launched in the Fall 2012 semester.

B. Restoring Job Opportunities in Trade Affected Industries

On June 25, 2009, the U.S. International Trade Commission (USITC) made a determination that the domestic passenger vehicle and light truck tire industry had been severely impacted by increased imports of tires from China⁵. The USITC specifically cited import injury as a direct cause of the closure of the La Vergne, TN Bridgestone Americas, Inc. facility. As a result of this decision, the USITC proposed a tariff-rate quota on imports of tires from China and the Department certified workers at Bridgestone and other affected firms to be eligible for the Trade Adjustment Assistance for Workers program. Motlow State Community College has partnered with Bridgestone Tire Company to develop an exciting new program to prepare displaced workers for new job opportunities, revitalizing and modernizing the tire industry in the local area.

- **Motlow State Community College (TN)** began implementation of the **Workforce Development Pilot Program (WDPP)**, to expand and redevelop a Mechatronics program through strong

⁴ Under the Trade Adjustment Assistance Extension Act of 2011, Pub. L. No. 112-40 (TAAEA), which applies to most TAA participants in FY 2012, the limit is 26 weeks. For more detailed information on the training enrollment timeline and the benefits and services under different amendments of the Trade Act for the TAA for Workers program, please see: <http://www.doleta.gov/tradeact/pdf/side-by-side.pdf>

⁵ USITC Investigation TA-421-7:

http://www.usitc.gov/trade_remedy/731_ad_701_cvd/investigations/2009/421_tires/safeguard.htm

partnerships with local companies in this industry impacted by foreign trade. MSCC has actively engaged Bridgestone Tire Company to expand a program in Mechatronics to enroll as many individuals as possible. MSCC has developed a new training facility on-site at the Bridgestone Tire Company production facility in Smyrna, TN to train students in a real world context. In addition to contributing industry expertise in curriculum development, Bridgestone contributed over \$4 million towards renovations and equipment for a state of the art facility. Utilizing interactive video technologies, MSCC is planning to expand the program to three additional locations, on or near other industry partners. This high-skilled, industry driven training will allow students to complete their training and become rapidly employed, while also providing a previously diminishing industry with the ability to regain their competitive edge in the global economy.

C. Enhancing Developmental Education

According to TAPR data, 27 percent of all TAA-eligible training participants required prerequisite or remedial training. TAACCCT grantees are developing programs to address remediation using creative and innovative methods.

- **Truckee Meadows Community College (NV)** as part of the **Preparing Nevada's Workforce: Today and Tomorrow (PNWTT)** project, developed a GED studio to provide on-demand, accelerated learning by combining technology, individual education and career planning, and intensive support to reduce the time students need to complete a GED-preparation course. In addition, TMCC has worked with Career and Technical Education (CTE) instructors to incorporate elements of remedial mathematics into technology courses. Successfully completing these courses and passing a competency exam will allow students to receive credit for remedial mathematics and continue on their path toward earning an AAS degree in one year.

D. Accelerating and Increasing Training Completions

Individuals eligible for TAA funded training must complete training within 130 weeks of eligibility determination⁶. As a result, TAA eligible training participants are often not able to progress through longer term degrees and certificates that are constructed around traditional academic schedules. To address this issue, grantees are developing accelerated programs.

- **Northern Oklahoma College (OK)**, as part of the **OKWorks! Consortium**, a statewide consortium of 12 community colleges and two universities, has expanded the number of condensed, 8-week business classes offered. This allows students to expedite completion of their education. By taking these condensed courses in succession and on a rolling enrollment basis, students will be able to progress through a series of courses without breaks in training caused by the structure of normal academic calendar. These business students will complete traditionally longer-term degrees and certificates within a shortened time frame.
- **Ozarks Community Technical College (MO)** is leading the **Missouri Healthcare Workforce Innovation Networks (MoHealthWINS)**, a statewide consortium of all public community and

⁶ Under the Department's guidance on the TAAEA, which applies to most TAA participants in FY 2012, the limit on the duration of TAA-funded training is 130 weeks. For more detailed information on the training enrollment timeline and the benefits and services under different amendments of the Trade Act for the TAA for Workers program, please see: <http://www.doleta.gov/tradeact/pdf/side-by-side.pdf>

technical colleges. A central feature of the MoHealthWINs program is to accelerate training opportunities using career pathways and stackable credentials. As participants move through a training program, they can acquire industry recognized credentials along the pathway, instead of only when they complete an educational program. This strategy allows the participants to “learn and earn” as they progress through their program of study. Participants who earn stackable credentials are more likely to be employed or retain employment, and therefore are more likely to have the resources to complete their programs of study.

E. Forming Strong Partnerships

FY 2011 grants helped to form and reinforce important partnerships between educational institutions, the public workforce system, including the TAA program, and economic development organizations to create programs that were relevant to industry needs and allow participants to transition seamlessly from vocation to education to vocation. These programs leveraged the expertise of industry professionals and the supportive services available to trade-impacted and other dislocated workers through the public workforce system. Further, as these initial partnerships are broadened and deepened, it is believed that fiscal and programmatic resources will be maximized and any duplication of services avoided.

- ***Quinsigamond Community College (MA)*** is leading the **Massachusetts Community College and Workforce Development Transformation Agenda (MACCWDTA)**, a statewide consortium of all community colleges in Massachusetts. MACCWDTA is fundamentally changing the way that community colleges in Massachusetts interact with each other, the workforce development system, public agencies, leading industry groups, leaders of government and private businesses to transform the delivery of education. Statewide teams of colleges and employers have worked to create innovative contextualized curricula for Adult Basic and Developmental Education components for healthcare, IT and manufacturing curricula. All of the new curriculum modules, housed in an open and searchable database, will be implemented across the state this year. The advanced manufacturing modules have begun to be offered as part of a regional advanced manufacturing training model established in central Massachusetts. This model will be implemented statewide beginning in 2013 for healthcare and IT sectors.
- ***Florence Darlington Community College (SC)***, leading the **Accessible Support Services and Instruction for Sustainable Transition to Work (ASSIST)** consortium in South Carolina, has established Workforce Readiness Centers on each of their 10 consortium campuses. These centers serve multiple purposes. Students can use the facilities as meeting places to learn about services offered through the grant program. In addition, staffs from the South Carolina One-Stop System, and case managers for the TAA for Workers program utilize the centers as extension offices to meet with current and potential TAA-eligible training participants, and to provide assessments and other workforce system services as needed.
- ***Spokane Community College (WA)*** is working with the Boeing Company, in addition to other local aerospace employers, to improve aerospace workforce training and bridge the manufacturing skills gap in the **Air Washington project**. Spokane Community College, in partnership with eleven community colleges worked with aerospace employers to design an advanced curriculum in aerospace maintenance and manufacturing. The Air Washington consortium has been recognized by the Boeing Company for this curriculum development, as well as for its ongoing assistance to the Boeing Academic Alignment Team.

F. Working with Employers and Industry Organizations

TAACCCT grantees continue to develop relationships with employers and industry organizations. These relationships have allowed grantees to better assess the immediate and long-term needs of their targeted industries and better understand the skills gap in these industries. These collaborations have included expert consultation in development of course content, training and delivery, and potential employment opportunities for TAA participants and other workers.

- **Collin County Community College District (TX)** has partnered with some of the nation's leading information technology employers to form the **National Information, Security, Geospatial, and Information Technologies (NISGIT)** consortium, a nine-state consortium. With the leadership of Cisco, Dell, ADT Security, IBM, Microsoft, AT&T, Lockheed Martin and others, NISGIT has established a National Business and Industry Leadership Team (NBILT) comprised of representatives from over 75 companies in nine states and the District of Columbia. The NBILT is working with college faculty and program staff to assess the knowledge, skills, and abilities necessary for successful employment in four information technology (IT) specialty areas. Based on the direct input from these employers, the NBILT team is collaborating with community college educators to re-develop curriculum and training modules, ensuring that participants obtain the skills necessary for successful careers in the IT sector.
- **Northland Community and Technical College (MN)** is working with Northrup Grumman Corporation to create a comprehensive Imagery Analysis certificate program, one of the first of its kind in the nation. Northrup Grumman, a leader of advanced technologies for unmanned aircraft systems (UAS), provided expert consultation to NCTC for the certificate program's curriculum. The curriculum also follows the guidelines of the U.S. Geospatial Intelligence Foundation's Accreditation Body, providing academic coursework in a highly innovative technological trade.
- **Piedmont Technical College (SC)**, as part of the ASSIST Consortium, is collaborating with 37 local advanced manufacturing employers to redesign Advanced Manufacturing curricula and establish new certificate programs in ten community colleges statewide. Within the past year, the project's employer partners helped to create the PTC Center for Advanced Manufacturing. Sixteen partnering companies and organizations from the local county each donated from \$5,000 to over \$100,000 towards the center's development, resulting in approximately \$1.4 million in leveraged resources.

G. Reforming Delivery of Education and Training

FY 2011 grants helped colleges form regional and statewide partnerships that allowed broad reform of educational and training delivery in a region, including innovative strategies for reaching TAA participants who are non-traditional adult learners and other such learners.

- **Northeast Iowa Community College (IA)** and the **Bridges2Healthcare** consortium are leading an initiative that will accelerate progress and improve retention and outcomes of adults in the healthcare industry in **Iowa, Minnesota, and Wisconsin**. Bridges2Healthcare has established Health Care Academies to provide targeted counseling, assessments, and other services to individuals interested in pursuing careers in healthcare. The individualized support provided by success coaches and retention specialists at these Academies prepare non-traditional students

for classroom training before they begin the courses, assist individuals in accessing supportive services provided by the workforce system during their training, and guide program completers through career development after they have completed their programs.

- **Alpena Community College (MI)** has implemented the **Sustainable Solutions for Northeast Michigan: Green Jobs and Clean Energy** project to build a statewide energy partnership network which includes the Michigan National Guard, DTE Energy and Consumers Energy, the two largest energy employers in Michigan, and Michigan Works!, and the state workforce development board. Together this partnership network designed and implemented a “Gas and Energy bootcamp,” specifically targeting unemployed and returning Michigan veterans. By providing base housing for participants on-base at the Michigan National Guard and providing online modular coursework options, completion and retention of participants will increase. More than half of the veterans served during the first year have entered employment in the energy sector, many with employers in the partnership network.
- **Clackamas Community College (OR)** is leading a statewide consortium of all 17 Oregon community colleges, and continues to play an important role in the Oregon Department of Community Colleges and Workforce Development. The **CASE** (Credentials, Acceleration, and Support for Employment) consortium representatives work to build sustainable relationships statewide between colleges and the workforce system. CASE has developed several Credit for Prior Learning (CPL) assessment methods. By awarding credit to students for work experience, voluntarism, or military experience attained prior to enrollment, CPL reduces the length of time needed to complete a course of study and earn a credential. Oregon is now working to add CPL metrics to its statewide longitudinal data systems. CASE representatives also worked to pass and implement State legislation (HB 4059) that directs the Higher Education Coordinating Commission to carry out goals relating to awarding academic credit for prior learning by students.

H. Creating Open Educational Resources (OER)

To ensure that the Federal investment of TAACCCT funds has as broad an impact as possible and to encourage innovation in the development of new learning materials, TAACCCT grantees are required to license to the public all new materials developed with TAACCCT funds under a Creative Commons Attribution 3.0 (CCBY) license. This license allows subsequent users to copy, distribute, transmit and adapt the materials and requires users to attribute the materials in the manner specified by the grantee. Grantees may develop new materials and/or license or purchase existing materials for program development. This strategy maximizes resources and avoids potential duplicative costs. In the FY 2012 SGA, grantees were asked to project the percentage of new materials to be developed under the TAACCCT grant. The average is 75 percent with a number of grantees projecting 100 percent new material development.

- **West Hills Community College (CA)** is leading a consortium of 10 colleges in California to create open source nursing textbooks. Using 20 Million Minds Foundation's (20MM) MeshBook.org software and content creation platform, WHCC has convened experts in nursing to pull textbook material from existing sources on the web, thoroughly vetting the content by faculty and professionals in the field, and producing online content that students can print or download to their phones, tablets or computers.

I. Leveraging Open Source Online Platforms

The TAACCCT program encourages grantees to strengthen online and technology-enabled learning that supports accelerated learning in a flexible manner. Technology-enabled learning also allows colleges to expand the scope of education and training beyond the community level to reach significant numbers of diverse students over a larger geographic area, including students in rural or traditionally hard to reach places.

Grantees are encouraged to leverage the Department of Energy's National Training and Education Resource (NTER) open source platform for their online and hybrid programs. NTER provides tools to help subject matter experts create traditional, multimedia, and compelling, 3D interactive content quickly and easily. In addition, NTER helps grantees make their curriculum materials available to other colleges and universities through an easy-to-use system for finding, creating, and modifying content. Because NTER is open and available, any number of grantees may be accessing it for a variety of uses.

- **College of Lake County (IL)** has established the **Illinois Green Economy Network (IGEN)**, a consortium of 17 community colleges in Illinois, to create online and hybrid job training programs in eight green economy sectors. IGEN colleges have worked to adapt these courses for delivery and virtual deployment using the NTER Learning platform. In order to do so, IGEN adapted NTER into a fully functioning Learning Management System that is currently available to all consortium colleges and to other TAACCCT grantees. They have also created a course development guide around NTER for building robust online learning environments.

SECTION IV. ANALYSIS OF THE IMPACT OF THE FY 2011 AWARDS WITH RESPECT TO -- PERFORMANCE OUTCOMES MEASURES

For the 49 FY 2011 grantees, FY 2012 was the first year of the period of performance. Consistent with the start-up period of ETA discretionary grants, grantees principally engaged in implementation activities such as grantee training, instructional design of courses and institutional capacity building. Due to the importance of such critical capacity-building activities, it was not anticipated that there would be a large number of students enrolled in programs during the first year of these grants

Grantee Training and Technical Assistance Activities

Many FY 2011 grantees are first time DOL grantees. As a result, ETA provided extensive training and technical assistance to ensure that grantees understood the programmatic, fiscal, and administrative requirements of the TAACCCT program and DOL grants. Within the first two quarters of FY 2012, grantees attended 14 virtual training events covering topics such as grants management, financial management and reporting, consortium implementation and management, contracting and procurement, performance reporting, and program evaluation. Grantees also attended an in-person training event hosted by ETA in Washington, DC.

During the first year, grantees received targeted technical assistance from ETA to resolve grant conditions and to establish policies and procedures for administration of the TAACCCT program that were compliant with Federal and Departmental regulations.

Capacity Building Activities

During the first year of the period of performance, institutions focused on building capacity and completing start-up activities, such as participating in ETA training activities and initiating necessary procurement actions. Institutions also focused on expanding and improving their educational infrastructure by redesigning and developing new academic programs, creating innovative technological learning components, and building critical partnerships between their institutions and the public workforce system, employers, and community organizations.

These capacity improvements are critical for the long-term success of colleges that offer certifications and employment in high demand occupations and industries such as Healthcare, Information Technology, Advanced Manufacturing, and Energy.

A key goal of the TAACCCT program was to increase the capacity of educational institutions to offer education and training. Consistent with this goal, institutions spent the first year of their grants creating new courses and redesigning existing curriculum. These new courses and redesigned curriculum will be offered to participants in the second and third years of the period of performance (FY 2013 and 2014).

Some grantees did begin to offer new courses during FY 2012, and a total of 18,148 individual participants enrolled in these new or redesigned programs. These participants completed a combined total of 67,683 credit hours and have earned 1,323 credentials less than one year in length. 13,927 participants (76.7 percent) are currently retained in (i.e., have not yet completed) their programs of study and 745 (4.1 percent) continued on to other educational programs. Overall, 1,905 (10 percent) students did not complete the program before exiting; however, the 90 percent retention rate for these TAACCCT funded programs exceeded the 57 percent first-year retention rate for public institutions offering 2-year degrees in the US in 2011⁷.

Of the 1,571 program completers thus far, 483 (30.7 percent) have enrolled in further education following completion. Complete data on employment outcomes for program completers will not be captured in the short term. According to the approved collection, employment is measured as obtaining employment in the quarter following the quarter of completion. Due to the three quarter lag in availability of employment data, data on the rate of employment in the quarter after completion for those students completing by September 30, 2012 will be available after November 2013.

TAACCCT grantees are required under OMB 1205-0489 (Expires 3/31/2015), TAACCCT Annual Performance Report (APR), to report in aggregate, the total number of new participants who are eligible to receive benefits under the TAA for Workers program, though it was not the expectation that the program would serve only those individuals eligible for TAA-funded training. This data is reported to ETA on an annual basis as of FY 2012.

The outcomes for individual participants in the TAA for Workers Program who have enrolled in TAACCCT funded programs of study also are being reported separately in the Trade Activity Participant Report (TAPR), which state agencies operating the TAA for Workers Program submit to DOL annually. The TAPR has included this reporting element since December 31, 2012, in accordance with the instructions issued on July 23, 2012 in TEGL 6-09, Change 2.

⁷ Data based on 2011 Integrated Postsecondary Education Data on First-year retention rates.

A. Funds Spent by FY 2011 Grantees

On average, FY 2011 grantees reported total obligations of 19 percent of the total grant amount, which included an average of 12 percent accrued expenditures and 7 percent unliquidated obligations. Table 3 shows the total FY 2011 reported expenditures and obligations⁸. Grantees' expenditures and obligations align with initial start up activities of the grantees, reflecting the various implementation challenges.

Since the TAACCCT grants invest heavily in institutional capacity building and infrastructure improvements, many grantees spent the first year of their grants engaged in procurement processes for equipment, which account for much of the 7 percent unliquidated obligations.

The substantial size and scope of consortium awards required coordination of multiple consortium members and partners in this process and consortium members first spent time developing operating procedures that aligned the diverse fiscal and administrative policies of the individual institutions and then established consortium-wide accounting and procurement standards. On average, single institution recipients spent 19 percent of their total grant awards as compared with the 11 percent spent by consortia (Lines 3 and 4 of Table 3). Consortia that extended across several states were faced with additional barriers and spent 10 percent of their total grant award compared with single state consortia that spent 12 percent.

In addition, the 17 State Designated grantees spent at a lower rate than other grantees. This was due to the additional time they needed for revision and development of a project plan and statement of work. On average, this delayed the implementation of their grant programs by six to nine months, with the final State Designated grantee receiving approval in June 2012 (three quarters after the start date of the grant). During that time, these grantees only charged costs related to project development and attendance at a technical assistance conference. The 17 State Designated grantees spent 9 percent of their total award.

Table 3. FY 2011 Total Expenditures and Obligations

		Total Federal Funds Authorized	Federal Share of Expenditures	%	Un-liquidated Obligations	%	Total Obligations	%
1	<i>Single State Consortia</i>	293,451,084.00	34,496,117.31	12%	25,235,343.52	9%	59,731,460.83	20%
2	<i>Multi State Consortia</i>	90,986,155.00	9,318,582.44	10%	5,949,776.97	7%	15,268,359.41	17%
3	Consortia	384,437,239.00	43,814,699.75	11%	31,185,120.49	8%	74,999,820.24	20%
4	Single Institution Recipients	69,642,325.00	13,086,962.11	19%	1,132,610.08	2%	14,219,572.19	20%
5	State Designated Recipients	45,920,436.00	4,324,514.76	9%	1,688,568.29	4%	6,013,083.05	13%
6	TOTAL	500,000,000.00	61,226,176.62	12%	34,006,298.86	7%	95,232,475.48	19%

⁸ For additional information on the distinction between accrued expenditures and obligations, please refer to TEGL 28-10 <http://wdr.doleta.gov/directives/attach/TEGL/TEGL28-10ACC.pdf>.

B. Average Amount of Grants Awarded in FY 2011

The 49 FY 2011 grantees were awarded an average of \$10,204,081.63. The seventeen state-designated recipients were each awarded \$2,701,202.12.

Table 4. Average Amount of Grants Awarded in FY 2011

	Average Federal Funds Authorized
17 State Designated Awards	\$ 2,701,202.12
35 Competitive Awards	\$ 14,189,986.38
ALL FY 2011 AWARDS	\$ 10,204,081.63

C. Average Duration of Grants

The period of performance for grants awarded in the FY 2011 is 36 months, beginning on October 1, 2011 and ending on September 30, 2014. Applicants were allowed to propose a period of grant performance less than 36 months if reasonable and appropriate. However, all applicants proposed the full period of performance with plans to implement their projects within 36 months.

D. The Percentage of Workers Receiving Benefits Under the TAA for Workers Program that are Impacted By Grants Awarded in FY 2011

According to data from the Trade Activity Participant Report (TAPR), 53,191 individuals enrolled in Trade Funded training in FY 2012. FY 2011 TAACCCT grantees reported serving 597 (1.1 percent) of the total participants in the TAA for Workers program. In addition to the implementation of these TAACCCT programs just beginning, it may be noted that since the statute requires that eligible institutions in each State receive not less than 0.5 percent, the funding doesn't necessarily align with the location of TAA participants. Initially, the programs that started enrollment were generally in institutions that had not previously served many TAA participants. As noted on page 4, targeting those participants was an emphasis in the FY 2012 SGA.

E. The Percentage and Number of Workers Receiving Benefits under the TAA for Workers Program Who Obtained a Degree, and the Number of Workers Who Did Not Obtain a Degree, through FY 2011 TAACCCT Grant Programs

FY 2011 grantees reported that a total of 1,684 total participants earned a degree or certificate during the first year. Of those, 192 were participants eligible for the TAA for Workers program (which means thus far, after the first year of performance, about 32.2 percent of the TAA workers who enrolled in TAACCCT-funded programs have completed a degree). Many TAACCCT participants developed programs that offered stacked and portable credentials to allow participants to be placed into employment along a career pathway or to pursue further education. As a result of this, participants were able to earn a degree or certificate prior to completing their program of study, accounting for the different figures presented for those completing programs on page 17 of this report. FY 2011 grantees reported that 241 of the total number of TAACCCT participants eligible for the TAA for Workers program (1.3 percent of total participants) did not yet obtain a degree or certificate through a TAACCCT

FY 2011 grant program. Based on the early stage in the period of performance, participants in FY 2011 programs are just starting training. Most of those participants who have not yet completed degrees or certificates also have not yet completed their programs of study, particularly those enrolled in programs of greater than one year in length. A small portion of these participants have chosen to transfer to other (non-TAACCT funded) programs of study or were not retained in the program of study. Grantees have projected that the number of participants earning degrees or credentials who were eligible for the TAA for Workers program will increase over the next three years, both as more participants enroll in these new programs and as current participants complete these programs.

SECTION V. NEXT STEPS

In FY 2011 and FY 2012, a total of 529 community and technical colleges, and universities received funding through the TAACCT grant program, either as grant recipients or as consortium members. According to the Department of Education, National Center for Education Statistics, 2011 Digest of Educational Statistics, the United States currently has approximately 1,728 accredited, two-year institutions. In addition to traditional community and technical colleges, this number includes community college districts, technical centers, military schools, community colleges that offer baccalaureate degrees, and others. ETA believes that, although the TAACCT program now involves a large percentage of community colleges, additional outreach is still needed for FY 2013 and FY 2014.

ETA and its Federal agency partners continue to believe that the TAACCT program plays a major role in helping America's community colleges and higher education institutions develop programs that provide pathways to good jobs for adult workers. To that end, ETA will increase its emphasis on three key program management areas, ensuring the success of these Federal investments. These include:

- Data collection and program performance reporting;
- Comprehensive grantee technical assistance and support; and
- Launch of a national evaluation as well as third-party evaluator support for the grantees

Finally, lessons learned from FY 2011 and FY 2012 data, coupled with recommendations from the Federal agency partners, helped inform the FY 2013 SGA, which was issued on April 19, 2013.

Data Collection and Program Performance Reporting

All grantees are currently required to submit OMB Approved Quarterly Narrative Progress Reports and Quarterly Financial Status Reports to ETA on the progress and activities of the projects. In addition, in order to be able to compare results of these investments and measure these results against key employment indicators, grantees are required to submit an Annual Performance Report (APR). The APR includes data for progress on seven outcome measures: Entered Employment Rate, Employment Retention Rate, Average Six-Month Earnings, Credit Attainment, Attainment of Certificate (less than one year in length), Attainment of Certificate (more than one year in length), and Attainment of Degree. Grantees also report on the aggregate number of TAA-eligible workers served that year.

In December 2012, FY 2011 grantees submitted their first set of Annual Performance Reports to ETA. The data are currently being reviewed and analyzed to help ETA understand the early successes of the TAACCT FY 2011 initiatives; to cull out any implementation challenges encountered by grantees; and to strategically deploy technical assistance resources to grantees based on identified needs.

Comprehensive Grantee Technical Assistance

In FY 2012, with the use of existing agency resources, ETA initiated a comprehensive grantee technical assistance strategy. ETA selected and trained Federal Project Officers across the country to provide hands-on technical assistance to TAACCCT grantees and to conduct performance monitoring. Additionally, ETA provided a comprehensive program of training to grantees on grants management, financial management, performance reporting, and technology-related subjects. ETA will continue the training in FY 2013 with an added focus on evaluation and content-specific issues, such as sharing digital course content, credential attainment, and building strong industry partnerships, that will help strengthen program implementation.

Further, grantees are expected to attend both virtual and in-person training sessions and learning events hosted by ETA throughout the life of the grants.⁹ In 2013, ETA plans to convene a multi-day learning event for TAACCCT grantees designed in partnership with key Federal agency partners. The in-person convening will allow for grantees to hear from thought leaders and innovators about sophisticated educational strategies and effective employer engagement activities, in addition to having valuable opportunities for peer learning exchanges with each other.

National Evaluation

Due to the importance of the TAACCCT program's potential to add to the body of knowledge about effective workforce development and education strategies, the Department has invested in a rigorous national evaluation of the initiative beginning in FY 2012. The Department's Chief Evaluation Office (CEO) within the Office of the Assistant Secretary for Policy, will lead the national evaluation and has procured the Urban Institute to conduct the study. It is the intent of ETA that the results from the multi-year TAACCCT national evaluation help inform policy, advance DOL's mission, and improve its performance-based management initiatives in support of the Government Performance and Results Modernization Act of 2010.

The TAACCCT National Evaluation will:

- Document the range of programs being implemented with TAACCCT grants (FY 2011 and FY 2012), including occupational focus, institutional arrangements, partnerships with workforce agencies and employer or industry stakeholders, credentials offered, target populations, location of training, and other features of the programs operating;
- Synthesize information and findings from the grantees' quarterly and annual reports to ETA and from the FY 2012 TAACCCT grantees' third-party evaluations;
- Draw general lessons that can substantially add to our current body of knowledge about cost-effective practices pertaining to workforce development and the workforce system; and,
- Identify projects, from either FY 2011 or FY 2012 grantees, implementing potentially promising strategies appropriate for formal experimental tests of impacts on participants' skills, employment and earnings.

ETA believes that this type of rigorous national evaluation can help advance the innovations achieved through TAACCCT grant implementation and begin to develop a body of evidence for workforce education and training strategies to serve TAA-eligible and other adult workers. An added feature of the

⁹ All travel expenses incurred by the grantees are funded through their individual grant awards. As prescribed in the SGA, grant applicants were required to include the cost of two separate trips to Washington, DC for grant recipient training as an item in their budget proposal.

national evaluation is a comprehensive technical assistance component for the FY 2012 TAACCCT grantee's third-party evaluators. Grantee third-party evaluators will receive assistance in developing evaluation methodologies and implementing rigorous evaluations at the local level.

FY 2013 Grant Solicitation

The Health Care and Education Reconciliation Act of 2010 appropriated \$500 million for the program for each of Fiscal Years 2011-2014. In collaboration with the Department of Education and other Federal partners, ETA announced the third round solicitation in April, 2013. FY 2013 TAACCCT program grants will continue to emphasize the importance of building substantive partnerships between eligible institutions, employers, and community organizations to serve workers eligible for training under the TAA for Workers program and other adults. The FY 2013 SGA also reflects lessons learned and feedback from stakeholders, grantees and others from the first two rounds of TAACCCT (FY 2011 and FY 2012).