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Fifteen reviews in this issue pertaining to rural and urban disadvantaged youth are organized under six topics: (1) Manpower Reports reviews the 1967 and 1968 Presidential Manpower Reports and a report on national goals and manpower requirements, (2) Training youthful offenders treats correctional programs at the Lorton Youth Center and the New York City jail, (3) Curriculum Development Projects report projects devoted to basic vocational talents, remedial postsecondary education, citizenship education, and technical skills for disadvantaged union members, (4) Sociological Studies reviews studies of fathers' effects on boys' goals, vocational education problem solutions in Great Britain and the United States, equal employment opportunities, and management experience with these opportunities, and (5) Guidance and Training Centers outline two demonstration programs which combine several educational services for the benefit of disadvantaged students. "Plain Talk," a continuing column by the author, briefly discusses the importance of occupational education. The bibliography lists 29 related studies which are in progress. (EM)

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# RESEARCH VISIBILITY



SYNTHESIS / APPLICATION / DISSEMINATION

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE

OFFICE OF EDUCATION

\*"Research Visibility" is a research project of the American Vocational Association. The purpose is to give visibility to significant research: experimental, demonstration and pilot programs; upgrading institutes, seminars and workshops; and other leadership development activities for teachers, supervisors and administrators. The "Research Visibility" report synthesizes important projects which have been reviewed, selected and analyzed for their value to

vocational, technical and practical arts educators, guidance personnel, and other leaders in education, manpower and related fields. A composite bibliography of significant research and development materials is included.

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## Disadvantaged Youth: Rural Poverty and the Urban Crisis

The studies reported in this issue have been organized into five topics, namely, manpower reports, the training of youthful offenders, curriculum development projects, sociological studies, and centers for guidance and training. In addition to projects sponsored by the U.S. Office of Education are those which have come from the U.S. Department of Labor. These include the "1967 and 1968 Manpower Reports of the President and Secretary of Labor," "Manpower Requirements for National Objectives in the 1970s," and two projects for the training, counseling and job placement of youthful offenders.

Among the flood of other publications, which relate to the problems of disadvantaged youth, several which appear to be especially pertinent are mentioned here. Most important is the Kerner, or U.S. Riot Commission Report. Available at most newsstands, the Kerner report should be "must" read-

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### Bound Volumes of 1967-68 Issues Are Available

AVA has published a limited supply of paper-bound consolidations of the Research Visibility sections that were published from September 1967 through May 1968. A charge of \$1.25 for each copy of the 147-page publication is made to defray the costs of printing, binding, postage and handling.

Orders should be sent to: Research Visibility, American Vocational Association, 1510 H St., N.W., Washington, D.C. 20005.

Dr. Gordon F. Law is editor of "Research Visibility." The organization for this department of the JOURNAL, the pattern for reporting and the writing represent his work.

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ing for all educators. Warning the nation that we are fast approaching a divided society, the report recommends a number of actions and new directions that need to be taken, many relating to vocational education.

When speaking of the polarization of white and Negro society the report states: "Powerful forces of social and political inertia are moving this country along a course of existing policies toward a divided country . . . This course would lead to the permanent establishment of two societies: one predominantly white and located in the suburbs, in smaller cities, and in outlying areas, and one largely Negro located in central cities. We are well on our way to such a divided nation."

The U.S. Welfare Commission document, *Rural Youth in Crisis*, should dispel any notions that all the problems of disadvantaged youth are concentrated in the Big Cities. Derived from a series of 27 papers prepared for the National Committee for Children and Youth, *Rural Youth in Crisis* is a valuable source of information on such topics as rural community backgrounds, education, physical and mental health, and problems associated with rural people adapting to urban ways.

The Chamber of Commerce of the United States has prepared a five-volume set of books which relate to cities, poverty and the disadvantaged. These Task Force on Economic

Growth and Opportunity publications, which may be purchased from the Chamber, 1615 H St., N.W., Washington, D.C. 20006, are all worthy of attention by vocational educators.

Probably the most relevant is the one titled, *The Disadvantaged Poor: Education and Employment*, which sells for \$5.00 a copy. Topics discussed in this book include the improvement of basic and vocational education, sources of money for ghetto schools, and the involvement of community leaders. The most heartening aspect of the Chamber of Commerce program is the fact that the business community is here assuming an active part in the war on poverty, an essential step in the process of change.

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## TOPIC ONE: Manpower Reports

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### The 1967 Manpower Report

1:1 "MANPOWER REPORT OF THE PRESIDENT, AND A REPORT ON MANPOWER REQUIREMENTS, RESOURCES, UTILIZATION AND TRAINING" BY THE U.S. DEPARTMENT OF LABOR, WASHINGTON, D.C. 1967. 299 PAGES.

The combined 1967 Manpower Report of President Johnson and the Report by the U.S. Department of Labor, is an important source of statistical data and of guidance and direction on manpower problems. Most relevant are the President's specific recommendations on expanded work-related educational programs and the Labor Department's endorsement of greatly expanded opportunities for vocational education, especially those utilizing cooperative work-study plans.

The President's Report gives testimony to the paradox of prosperity—that in a period of unparalleled affluence, a significant segment of the population suffers from unemployment and underemployment. Namely:

—More than 12 percent of our young people aged 16 to 19 were still looking for jobs at the year's end.

—Among Negroes and other minority groups, the unemployment rate was almost double the overall rate.

—In slums and depressed rural areas, joblessness ran close to 10 percent. And one out of every three persons in those areas who are working, or ought to be working, today faces some severe employment problem.

Much of this unemployment occurred not because jobs were unavailable, the report notes, but because people were unable or, for various reasons, unwilling, to fill jobs:

—Often, the job is in one place, but the worker is in another.

—The job calls for a special skill, a skill the unemployed person does not have.

—The employer insists on a high school diploma, but the jobseeker quits school without this qualification.

—An employer demands a "clean record," but the job seeker has a record marred by a juvenile arrest.

—A job offers one day's work a week, but the worker needs five days' pay to support his family.

### *New Directions Recommended*

The President's Report recommends five new directions in manpower policy. The first one is to bridge the gap between education and work:

"Few nations—perhaps none—can match the achievements of our educational system. None equals the record of our economy. Yet our youth unemployment rate is the highest of any modern nation.

"We pay too little attention to the two out of three young people who do not go to college and the many others who do not finish college.

"Too many young men and women face long and bitter months of job hunting or marginal work after leaving school. Our society has not yet

established satisfactory ways to bridge the gap between school and work. If we fail to deal energetically with this problem, thousands of young people will continue to lapse into years of intermittent, unrewarding, and menial labor.

"Our interest in a young person should not stop when he finishes—or drops out of—school. Our concern should become even greater then.

"Other nations have developed broad industry training and internship programs, offering education and experience to young people entering a trade or profession. Still others have established close ties between educational institutions and employment agencies at all levels.

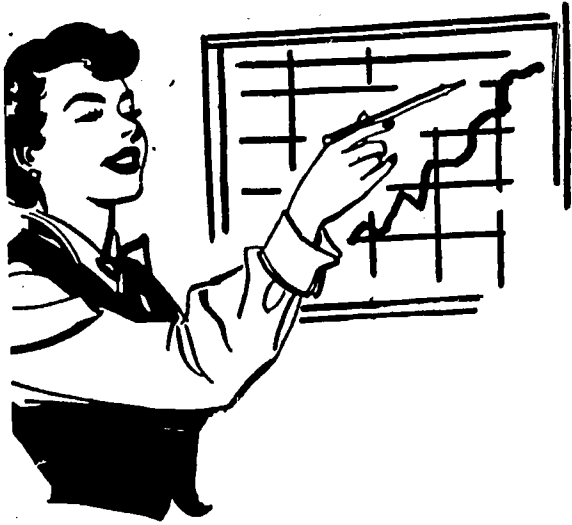
"We can profit by these examples if we:

—"Establish in our educational programs opportunities for students to learn more about the world of work.

—"Build a system in which education and work experience are brought together to provide the kind of preparation fitting the needs of our society.

"To achieve these ends, I am directing the Secretary of Labor and the Secretary of Health, Education, and Welfare to make a thorough study of the relationship between our educational programs and our manpower programs, between learning and earning in America."

The Secretary of Labor's Report has three main sections: Review of Manpower Developments in 1966; Unused



Manpower, and Occupational Shortages and Training Needs. The report also contains a statistical appendix of 90 pages, a valuable source of labor force, employment and unemployment data.

This fifth annual report by the Department of Labor is concerned with two great contravening manpower problems now facing the country: unused human resources and unmet manpower requirements.

It has three major parts: (a) A review of manpower developments in 1966, with chapters on trends in employment and underemployment and new directions in manpower programs; (b) a discussion of unused manpower, with chapters on joblessness and poverty in urban slums, underemployment and poverty in rural areas, and unemployment and underutilization of manpower, and (c) a discussion of occupational shortages and training needs, with chapters on skill shortages and occupational training, and also professional supporting personnel.

#### *Needed Directions of Action*

Needed directions of future action are suggested in all chapters. They include greatly expanded formal training programs at every level. Specific recommendations are made for further development of manpower programs to serve the disadvantaged—multiservice neighborhood centers, programs for welfare clients and other refocused MDTA programs. New forms of job development—such as “Jobs Now” in Chicago and the Hartford and Oakland Plans, designed to enlist industry cooperation—are described in the report.

The Labor Department document reports a great expansion and redirection of vocational and technical education. “Enrollments in vocational education courses increased to more than

six million in fiscal 1966—including about 430,000 post-high school students, double the number enrolled in the previous year.”

Also mentioned are a number of developments leading to a more flexible and open-ended vocational curriculum, and some of the research projects which have been sponsored by the U.S. Office of Education.

#### **The 1968 Manpower Report**

1:2 “MANPOWER REPORT OF THE PRESIDENT AND A REPORT ON MANPOWER REQUIREMENTS, RESOURCES, UTILIZATION AND TRAINING” BY THE U.S. DEPARTMENT OF LABOR. 1968. 323 PAGES.

The combined 1968 Manpower Report of the President and the Department of Labor continues to stress the tragic waste in human resources that prevails in a time of unprecedented prosperity. Both President Johnson and Secretary of Labor Wirtz maintain that youth unemployment, especially for those within the cycle of poverty, is a social and economic concern of first priority.

The President's Report asks the question: “In an economy capable of sustaining high employment, how can we assure every American who is willing to work the right to earn a living?” We have always paid lip service to that right. But there are many Americans for whom the right has never been real:

—The boy who becomes a man without developing the ability to earn a living.

—The citizen who is barred from a job because of other men's prejudices.

—The worker who loses his job to a machine and is told he is too old for anything else.

—The boy or girl from the slums whose summers are empty because there is nothing to do.

The man and woman blocked from productive employment by barriers rooted in poverty: lack of health, lack of education, lack of training, lack of motivation.

“Their idleness is a tragic waste both of the human spirit and of the economic resources of a great nation.”

When speaking of needed new directions in manpower administration the President said, “The central fact about all our manpower programs is that they are local in nature. . . . What is required is a system to link Federal

efforts with the resources at the State and local levels. We already have a framework, the Cooperative Area Manpower Planning System (CAMPS). Now I propose that we establish it for the long term. CAMPS will operate at every level: Federal, regional, State and local. At each level, it will pull together all the manpower services that bear on jobs. . . . As part of the manpower budget, I am requesting \$11 million to fund the Cooperative Area Manpower Planning System in fiscal 1969.”

#### *Secretary Wirtz' Report*

Secretary of Labor Wirtz' report focuses attention on specific targets of unemployment:

—The hard-core unemployed, who require skill training, literary training and successful work experience to develop new motivation and become stable, productive workers.

—The seasonally unemployed, who are fully prepared to work all year and yet constitute one-fifth of present unemployment.

—The hundreds of thousands of unemployed young people who are still struggling to cross the gap between school and work.

—The unemployed and inactive older workers, whose considerable energies and talents are wasted as a result of inadequate opportunities, outmoded traditions and outright discrimination.

—The unemployed and underemployed members of minority groups—Negroes, Puerto Ricans, Mexican Americans, American Indians, and others—who need special help to catch up with the majority.

—The jobless handicapped, many of whom could become employable and employed with rehabilitation and other services.

Following a review of the various types of manpower programs that have been conducted, which include the Neighborhood Youth Corps, the Job Corps, and the new Work Incentive Program, Secretary Wirtz gives special attention to the Job Opportunities in the Business Sector (JOBS) program.

“The JOBS program will guarantee what in the past has been too often missing or uncertain—a real job. It will guarantee that the serious efforts of individuals will pay off; enable individuals to work at real jobs while they continue their abilities; enlist the aid of private industry in following

through from training to employment.

"To accomplish this, American business—Management and Labor—must:

—Reexamine every barrier standing in the way of hiring the hard-core unemployed and remove these obstacles wherever possible.

—Bring its training capabilities to bear on these workers to compensate for their inadequate preparation.

—Provide extra support—including 'coaches' and new types of firstline supervisory training—so that tendencies to fail or to quit can be reversed.

"As its share in the partnership, the government must:

—Assist business in paying for the extra costs of special training and support provided by employers to the hard-core unemployed.

—Streamline administration, cut out the 'red tape' that can make partnership with the government frustrating and well-nigh impossible.

—Accept, and more in the next several years to fulfill, a commitment to *guarantee* to all an opportunity to train and prepare for work, shifting the measure of programs from incremental increases of training to achieving the goal of *guaranteed training* for all."

### *Bridging the Gap*

The section of the Department of Labor Report titled "Bridging the Gap from School to Work" should have special relevance for educators. Here, the problem is stated in the paradox that the United States keeps larger proportions of its children in school longer than does any other nation; yet, the unemployment rate among youth is far higher here than in any other industrial nation.

To correct this situation, the report makes four general recommendations:

1. Improvements in the educational system and great expansion of cooperative education programs to prepare young people better.

2. Special programs to take care of approximately six million dropouts expected to seek work opportunities without adequate preparation over the next decade.

3. Improvements in the process of communicating occupational information to young people while they are in school and putting them in touch with jobs and additional training opportunities as they come out.

4. Improvements in early employment experience by adding to this experience new opportunities to learn.

The concluding remarks of this section have some specific recommendations for schools—steps that can be taken to narrow the gap between school and work. Among these are statements supporting *increased knowledge about the environment of work; increased opportunity for young people in school to gain actual work experience; increased participation of business and other private groups in the education world; and improved knowledge and training at the point of entry into the job market.*

Finally, there are two broad considerations that affect all of the foregoing—*putting the nation's secondary schools on a year-round basis; and directing educational efforts at all of the nation's youth.*

### **National Goals in the 1970s**

1:3 "MANPOWER REQUIREMENTS FOR NATIONAL OBJECTIVES IN THE 1970s, BY LEONARD A. LECHT. CENTER FOR PRIORITY ANALYSIS, NATIONAL PLANNING ASSOCIATION, WASHINGTON, D.C. 1968. (U.S. DEPARTMENT OF LABOR) 476 PAGES.

This report of manpower requirements has been prepared by the National Planning Association's Center for Priority Analysis. It was undertaken in recognition of the fact that manpower bottlenecks in critical occupations can seriously affect the achievement of national goals. When speaking of the need for goals research, the report states:

The activities described in the pursuit of national goals represent activities which tend to be adopted piecemeal as pragmatic responses of specific individual and national problems, rather than the pursuit of objectives consciously selected as goals. . . . In the absence of a framework of information concerning the costs, benefits and manpower needs of individual programs which relates them to the national objectives they serve, the choices which are made tend to create unanticipated problems which cancel out the anticipated benefits, or they reflect the choices of narrowly based pressure groups and specific interests."

The areas for which goals were defined were derived from the work of President Eisenhower's Commission on National Goals. These areas are:

- |                          |                                 |
|--------------------------|---------------------------------|
| 1. Agriculture           | 9. National Defense             |
| 2. Area Redevelopment    | 10. Natural Resources           |
| 3. Consumer Expenditures | 11. Private Plant and Equipment |
| 4. Education             | 12. Research and Development    |
| 5. Health                | 13. Social Welfare              |
| 6. Housing               | 14. Space                       |
| 7. International Aid     | 15. Transportation              |
| 8. Manpower Retraining   | 16. Urban Development           |

In a previous investigation, the National Planning Association undertook a two-year study of the dollar cost of achieving 16 national goals in areas affecting most aspects of American life. This study revealed that attempts to completely achieve all goals at the same time would not appear economically feasible, and the establishment of priorities was recommended.

"Should urban land be used for more highways and parking lots, or for additional parks and other recreation areas? Should the larger federal tax revenues produced by a progressive tax system in a growing economy be largely offset by reductions in personal and corporate income taxes leading to higher levels of personal consumption and private capital outlays, or should this growth in revenues be primarily utilized to more effectively eliminate the blighted areas in the central cities, to cope with poverty, and to enlarge facilities for education, health and mass transit? Each of these choices has its particular pattern of manpower requirements."

### *Economic Framework*

When discussing the economic framework for the manpower projections, the report forecasts the amount of increase in each of the sixteen categories.

"By 1975 it is estimated that expenditures for achieving six of the goals would be greater than their 1962 equivalents by 50 billion dollars or more. The six are consumer expenditures, private plant and equipment, urban development, social welfare, health and education. . . . Creating sufficient output to attain all 16 goals in the 1970s would entail a GNP growth rate approaching 5.8 percent a year for the coming decade—a pace unlikely to be sustained without creating inflationary pressures or introducing far-reaching economic controls."

The report states that the national unemployment rate was projected at slightly less than four percent. "Re-

ducing unemployment to a minimum level could contribute significantly to enlarging the output available to pursue strategic national objectives in many areas. It could also help to eliminate the unrest in the inner cities caused, in part, by the high rate of joblessness for nonwhites, and especially for nonwhite teenagers. However, even with a trillion dollar GNP and a close-to-fully employed civilian labor force of over 90 million persons, the need for priorities—for choices—to balance aspirations and resources remains."

The chapter dealing with overall manpower requirements for achieving national goals spells out the general trend toward a better educated labor force, and some of the specific kinds of work likely to be in most demand. The occupations for which rapid increases in employment are anticipated include airplane pilots, college teachers, medical technicians, and road machine operators. These and other occupations fit into four of the national goals: *Health, Research and Development, Education, and Transportation.*

Examples of occupations for which slow growth or a decline in requirements is projected are railroad brakemen and farm laborers. But aside from such individual casualties to technology, a continued growth in employment opportunities for blue collar workers in many skill levels is forecast.

The section on Implications for Education and Job Training discusses the influence of education as a cause of changes in job requirements.

"As the supply of well-educated, or

better-educated, persons increases in virtually all occupational fields, the greater availability of these persons to employers itself becomes an important factor in raising entrance requirements for many types of jobs. The college degree supplants the high school diploma regarded a generation earlier as the requirement for the more responsible white collar positions. Graduation from high school becomes the prerequisite for advancement to foremen's jobs, or for most types of work involving dealings with the public. By 1975, it can be anticipated that many, if not most, technicians and more skilled clerical workers will possess some college education, probably at the junior college level."

#### *National Manpower Policy*

When speaking of national manpower policy as it relates to vocational preparation, the report states that vocational education in the high schools, apprenticeship training and similar activities concentrate on preparing young people for careers in the more skilled craft, service or nonprofessional white collar occupations.

"These programs generally bypass students from poverty backgrounds, or adults who have left school with few job skills and little education. To cope with those problems, a series of new federally supported job training and basic education programs have grown in the past decade largely outside the regular school system, e.g. MDTA, or the Job Corps, to overcome the handicaps which reduce employability and earning capacity."

The report states that public education has generally failed to provide for the educational needs of working and unemployed adults. "Most of the measures enacted in the 1960s to expand facilities in education and training concentrate on the young—on keeping young persons in school, or offering educational and training services to individuals who have recently left school. Yet, absence of sufficient education is more common among older workers than among young adults. . . . Of some 15,000 school systems studied by the United States Office of Education in the early 1960s, only 4,800 reported any type of adult education program."

Citing data gathered by the National Planning Association, the report predicts that the nation's commitment to translate legal civil rights into greater equality of opportunity will influence the goals in education, health, housing, manpower retraining, social welfare, and other areas.

"The Negro population of 19 million in 1960 will probably rise to 26 million by 1975, with the proportion living in cities projected to grow from 73 to 85 percent in this period. Providing education, employment and housing for the increasingly nonwhite population in the central cities, together with the related problems of eliminating concentrations of poverty, maintaining civil order and reconstructing decaying urban facilities can reasonably be expected to require a re-evaluation of national objectives and priorities directed toward coping more effectively with a growing backlog of urban problems."

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## TOPIC TWO: Training Youthful Offenders

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### **Project Challenge**

1:4 "PROJECT CHALLENGE: AN EXPERIMENTAL AND DEMONSTRATION PROGRAM OF OCCUPATIONAL TRAINING, COUNSELING, EMPLOYMENT, FOLLOW-UP AND COMMUNITY SUPPORT FOR YOUTHFUL OFFENDERS AT THE LORTON YOUTH CENTER, AN INSTITUTION OF THE DISTRICT OF COLUMBIA DEPARTMENT OF CORRECTIONS," BY THE NATIONAL COMMITTEE FOR CHILDREN AND YOUTH. WASHINGTON, D.C. 1968. (U.S. DEPARTMENT OF LABOR) 276 PAGES.

Project Challenge was an 18-month demonstration program at the District of Columbia Department of Corrections Youth Center, a maximum security institution for youthful offenders in Lorton, Va.

The project was designed to offer Lorton Youth Center inmates a three-pronged program: first, a coordinated schedule of vocational training and remedial education; second, an intensive counseling schedule designed to instill positive social attitudes and to assist the trainees in identifying with

the social and economic system to which they would return upon release; and third, a systematic follow-up program of job development and placement and individual, family and career counseling after release from the institution. The program was conducted from July 1, 1966, to January 15, 1968.

Project staff members were selected on their estimated ability to deal imaginatively with the problems and pressures of an institutional environment, as well as their competence,

training and experience, but irrespective of formal academic credentials. The use of non-professionals was extensive, both among vocational instructors and supportive personnel, and was intended to indicate a new direction for recruitment efforts to correctional administrators.

Broad selection criteria, designed to screen-in rather than screen-out those most in need of project services, were used. Special efforts were made to involve those inmates whose academic deficiencies would have excluded them from traditional institutional programs, as well as those who were chronic discipline problems.

On-site training courses were given in automotive services, barbering, building service and maintenance, clerical and sales, food services, interior-exterior painting, and welding. Of



229 applicants for training, 181 were selected and enrolled in the 7 vocational courses. Of these, 158 graduated and 69 were released (prior to or after graduation) during the contract period. Practical work and on-the-job training were supplemented by classroom instruction in trade-related basic education.

Experimental remedial education, vocational talent materials and tutorial services by VISTA volunteers were used concurrently with the regular training program. Individuals not certified as teachers but skilled in their trades and having an affinity with the target population were used as instructors for the project.

Trainees ranged in age from 17 to 26, with 82 percent in the 19 to 22 age group. Sixty-eight percent were born in Washington, D.C.; 25 percent were from southern states and seven percent were from other areas. A large proportion came from broken or disorganized family backgrounds. Frequency in change of their family residences reflects a high degree of intracity mobility. The first of several arrests by the police, followed by one or

more commitments to institutions, commonly occurred before age 18.

While intellectually comparable to the general population of the Washington metropolitan area, trainees were two to three years retarded in academic achievement; they generally had withdrawn or been excluded from school during the junior high school period. An estimation of the group's marital status presents evidence that instability and lack of cohesiveness is a continuing process. Finally, the report states that these people were largely untrained and unskilled and have been employed only sporadically in jobs with little or no career potential.

#### *Counseling Techniques*

During training, an intensified program of group and individual counseling, utilizing a variety of techniques and approaches, was employed, including group dynamics, free discussion and role playing. Counseling efforts were designed to encourage the trainees to frankly express their feelings of hostility and alienation, particularly those relating to racial tensions.

"The residue of intensive feelings resulting from these discussions proved extremely difficult to handle through counseling efforts. As a result, staff members experimented with the use of cultural enrichment programs and sought to moderate and channel potentially destructive attitudes by inaugurating a program designed to provide pride and knowledge in Negro culture, tradition and history."

Over the course of the contract period, the project's job development staff contacted several hundred potential employers and found approximately 150 training-related positions, 120 of which were subsequently filled. The unwillingness of many men to accept work outside the District of Columbia limits was an unforeseen handicap. Reasons given most frequently were the difficulty and/or expense of transportation, and a personal conception of prevalent racial attitudes in the suburbs. Another major problem in placement was getting individuals to adjust to a regular work schedule.

#### *Follow-Up Study*

Follow-up study of released trainees revealed wide variance in degrees of success. Differences were observed between men in terms of the amount of training completed and the extent of

direct application of training to post-release employment. "Another variable, one which we feel had a significant bearing on at least employment characteristics but on which little data is as yet available, is the differential time-span between graduation from training and release from the institution."

Although it was considered too soon to infer broad generalizations from the study, the data obtained through analysis of "successful" and "non-successful" graduates of the program were favorable.

"When the institutional operations of Project Challenge ended on Aug. 31, 1967, its vocational training components were absorbed in their entirety—including the instructors, training methods, course outlines and equipment—by the D.C. Department of Corrections, following an evaluation by an independent consultant.

"Many of the features and principles developed by the project to deal with employment and community support for released offenders were also recognized for their value to the rehabilitation effort, and it was anticipated that they, too, would be incorporated into the Department of Corrections when budgetary considerations permitted."

#### **Vocational Training in Jail**

1:5 "RESTORATION OF YOUTH THROUGH TRAINING" BY CLYDE E. SULLIVAN AND WALLACE MANDELL. WAKOFF RESEARCH CENTER, STATEN ISLAND, N.Y. (U.S. DEPARTMENT OF LABOR) 1967. 409 PAGES.

A discouraging problem in criminology is the high incidence of "repeaters." Once a person has served time, there is a good chance that he will subsequently be convicted of another criminal act and be returned to a correctional institution. Any program which would substantially reduce the number of persons who thus become habitual criminals must be looked upon as a major breakthrough—in both economic and humanitarian terms. For this reason, the Department of Labor study of restoration through training is one of great significance for vocational educators.

This report related the experience and findings of RYT (Restoration of Youth through Training), a research project financed by OMPER of the Manpower Administration, U.S. Department of Labor.

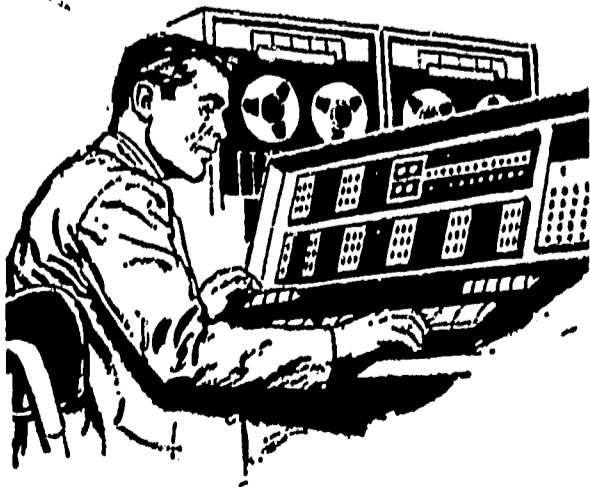
RYT began in December, 1963, as a joint venture of the City College of New York and the New York City Department of Correction, and finally was completed by the Wakoff Research Center. In general, the project was designed to provide special vocational training for a sample of young men serving time in the New York City jail and to study their subsequent performance and adjustment upon release from jail.

When speaking of the need for research relating to the therapeutic and social value of work, and the necessity of vocational training for criminals, the report reveals that there had been no previous definitive, direct confrontation of many of the central issues. "Education and vocational training has been tried in jail settings, but usually without research evaluations, and no one had seriously tried to test the proposition that the jail might be used to create a practical, effective entry to the world of work for young adults sentenced to jail."

#### *Selection of Subjects*

The study was designed on the classic experimental model. Subjects were randomly assigned to an experimental or control group with dependent variable measures taken before and after various phases of treatment.

From a population of more than 3,000 male inmates, 16 to 21 years old, committed to the New York City Department of Correction during an 18-month period, 300 young men who passed a basic skills examination were selected to be subjects of the study. This sample was randomly divided into control and experimental groups. Controls followed ordinary jail routines. Experimentals received training on IBM punched-card data processing machines and remedial reading help. Both groups were evaluated prior to their release in the community, and again one year later.



Six evaluation instruments were employed: IBM Aptitude Test, Beta Test of Intelligence, Gates Reading Survey, Subject Interview Schedule, Parent Interview Schedule, and Employer Interview Schedule.

The IBM training program was comprised of six training cycles. Each cycle lasted eight calendar weeks, divided equally in time for IBM machine training and IBM machine practice time. Inmates received instruction on six pieces of equipment: key punch, reproducer punch, sorter and counter, alphabetical accounting tabulator, verifier, and collator. Remedial reading instruction was also provided.

#### *Work Assignments*

During the period between instructional cycles, students were rotated in groups of six and given work on actual job applications for the Department of Correction.

Another important aspect of the training program was guidance and counseling. Three types of staff-trainee interaction were employed: group meetings, scheduled personal interviews and spontaneous spot counseling contacts.

"After the first days of operation, a decision was reached to permit content to evolve in terms of the specific pressures and concerns the trainees were experiencing. This proved to be an important learning experience for staff . . . who were surprised by the depth and intensity of feelings expressed by trainees. . . . There was an utter disbelief that people would help them. . . . Trainees either subtly or directly challenged RYT staff with: 'What are you getting out of this?'; 'Why are you doing this for me?'; 'Show me first, then I'll believe the pitch.'"

#### *Training Pays Dividends*

Data from the RYT provided research evidence that a program of vocational education in a jail, coupled with appropriate post-release services to manage re-entry into free society *does* make a difference in subsequent job performance and social adjustment of young offenders.

"Contrary to traditional expectations, and though the jail is a short-term institution with consequently brief periods of inmate availability for training, enough time is available to initiate a sequence or activity which can have significant rehabilitation im-



pact. A constructive program can be established to wisely use the time inmates spend in jail:

"1. The rate of return to jail can be reduced. Only 48 percent of the experimentals committed crimes which brought them back to jail or prison as compared to 66 percent of the controls who returned to jail or prison.

"2. Even those legal offenders who are most likely to continue a life of crime were helped. Only 55 percent of the drug addicts in the experimental group returned to jail. Eighty percent of the drug addicts in the control group returned to jail.

"3. New opportunities in the world of work were opened for the trainees. Seventy-one percent of the experimentals worked in companies using automated data-processing techniques as contrasted with 16 percent of the controls.

"4. Social mobility was fostered for the young men receiving training and transitional services. Forty-eight percent of experimentals were in white-collar jobs. Only 18 percent of controls found jobs in white-collar occupations.

"5. Only five percent of experimentals worked in jobs where physical labor was a major requirement, while 22 percent of the controls worked in such jobs.

"6. The number of young men locked into dead-end jobs was reduced. Twenty-five percent of the jobs held by experimentals usually led to promotion. Only three percent of the jobs held by controls usually led to promotions.

"7. Eighty-nine percent of the jobs held by experimentals provide on-the-job training.

"8. A year later, 17 percent of experimentals are in the company where they were originally placed. Only nine percent of controls are still with the same company."



### Teaching Basic Talents

1:6 "DEVELOPMENT OF A CURRICULUM AND MATERIALS FOR TEACHING BASIC VOCATIONAL TALENTS" BY JOHN T. DAILEY AND CLINTON A. NEYMAN, JR. THE GEORGE WASHINGTON UNIVERSITY, WASHINGTON, D.C. 1967. 117 PAGES.

The George Washington University curriculum development project, in a series of introductory statements, recognized that youths from culturally deprived backgrounds lack basic educational skills as well as understanding of mechanical and technical concepts and principles.

"If our culturally deprived adolescents are to have a full chance to emerge from poverty there must be a massive upgrading in the levels of their developed basic skills that we often call talents. . . . Vocational and technical schools and the Armed Forces find that they must educate many marginally trainable youth, those who lack basic educational skills as well as rudimentary understanding of technical concepts and principles."

The stated objective of this research project was to develop and evaluate special new training materials to teach basic vocational skills in the area of abstract reasoning and mechanical comprehension.

Three different types of materials were developed:

1. A series of paper-and-pencil basic aptitude exercises designed to teach nonverbal abstract reasoning, basic mechanics, basic electricity, and 2- and 3-dimensional spatial reasoning.

2. A series of basic readers especially designed for vocationally oriented and culturally disadvantaged students in grades eight and nine who read at two or three grade levels below their placement.

3. Laboratory equipment and simple demonstration devices designed to teach ninth grade students those aspects of mechanical ability and basic mechanical and technical comprehension. The laboratory equipment demonstrated principles of devices such as gear trains, levers, belts and pulleys, inclined plane and screw threads, friction, magnetism, and simple electrical circuits. Student and teacher manuals were developed.

The materials produced were tried out using a representative sample of approximately 2,500 boys and girls enrolled in school systems located in San Antonio, Texas; Atlanta, Ga.; Wise County, Va.; Washington, D. C.; New York City; Bayonne, N. J.; Erie, Pa.; and Detroit, Mich.

The primary method of evaluation was comparison of pre-test and post-test scores of students. Factor analysis studies were also made of both results. Gains were also compared with the findings of Project Talent in both its cross-sectional and longitudinal studies of the American High School Student.

Key tests from the Project Talent Test Battery were used. These tests were: Abstract Reasoning, Mechanical Reasoning, Arithmetic Reasoning, Visualization in Two Dimensions, Visualization in Three Dimensions, Reading Comprehension, Vocabulary Information, Mathematics Information, Physical Sciences Information, Biological Sciences Information, Aeronautics and Space Information, Electricity and Electronics Information, and Mechanics Information.

The findings of the investigation, based on a statistical analysis of data, reveal that important aptitude test skills or vocational talents can be taught to a significant degree with relatively simple materials and procedures within typical public school systems. "This has many important implications for the theory of measurement as well as for the general fields of compensatory education and special training for the culturally deprived."

The nine specific conclusions and recommendations have special meaning to vocational educators:

1. Important vocational talents can be taught directly in schools or in other training programs using the new curriculum and materials developed for this purpose in this project. These talents include mechanical reasoning, mechanical information, nonverbal abstract reasoning, spatial visualization, physical sciences information, and electrical and electronics information.

2. No "general test-taking skill" was found. Training on one sort of skill did not affect test performance on different skills not taught. Training in

mechanics, for instance, did not help in taking arithmetic or reading tests.

3. As compared with their usual annual gain on tests of basic vocational talents, girls tended to gain more than did the boys. If girls have equal exposure to learning opportunities in technological areas they seem to be able to develop basic vocational talents as well as do the boys.

4. On the tests related to the content of the laboratory course the ninth grade students who had the training showed more gain than did the eighth grade students who did not.

5. The materials were also used successfully in training programs for eighth grade boys who were underachievers, several groups of poor readers in grades 7 to 12, young adults who had failed the enlistment test for military duty, and young felons and delinquents.

6. Mechanical talent or aptitude appears to be a skill largely learned through a variety of out-of-school experiences. A rural or small-town environment is particularly rich in such experiences, and mechanical comprehension has been well named "barnyard physics." This study has demonstrated that our schools and other training programs can compensate for the lack of environmental stimulation in mechanics and technology that handicaps most of our youths today.

7. Nonverbal test skills seem to be as easily modifiable by training as are verbal test skills. It is likely that most nonverbal skills are as much influenced by past opportunities for learning them as are verbal skills.

8. Talent training can cause changes in the basic intercorrelational characteristics of tests and in their factorial structure. The amount of change appears to be greatest for those groups with least previous opportunity to learn the skills sampled by the tests. For tests of technological talent, such groups include girls and many groups of boys in especially culturally disadvantaged urban areas.

9. Culturally disadvantaged students can be trained to do substantially better on important tests of vocational aptitudes or talents. This could qualify appreciably greater numbers of young people for military, governmental or industry training programs.

## Project PREP

1:7 "PROJECT PREP: A PROGRAM FOR RECOVERING AND EXTENDING ACADEMIC POTENTIAL FOR HIGH SCHOOL UNDERACHIEVERS SEEKING ENTRANCE AT A REGIONAL COMMUNITY COLLEGE" BY JOHN J. SHEA. GREENFIELD COMMUNITY COLLEGE, GREENFIELD, MASS. 1966. 44 PAGES.

According to the Greenfield Community College study, many two-year colleges admit students deficient in academic achievement, but few have designed special courses and curricula for them. In the survey of literature is information supporting the need for remediation and counseling as an integral part of the junior college program, and for the development of programs for carrying out such work.

The objectives of this study were to (a) determine if a planned summer remedial program of reading English and Mathematics can prepare high school graduate-underachievers for success in a two-year terminal junior college program, and (b) determine if personal-vocational counseling will have a differentiating effect on student goal achievement.

Forty participants selected from the public schools of three Massachusetts counties, and screened to determine that they were or would have been unsuccessful college applicants, were enrolled in the Greenfield Community College for a 7-week, 105 instructional hour remedial program. They were guaranteed admission to GCC as full-time students for the fall semester.

This PREP program was evaluated by:

—A series of pooled t-tests, to determine if, and where, remediation had produced academic growth.

—Analysis of variance and/or analysis of covariance techniques to assess the amount of academic growth due to counseling in the remediation-counseling group having the summer session.

—A two-phase evaluation of the effectiveness of counseling.

Based on statistical evidence, three conclusions were made:

1. The didactic remedial program can be considered a causative factor in upgrading participants' scores on the Lorge-Thorndike test of intelligence, the Davis reading test, and the Scholastic Aptitude Test.

2. The above occurrence was not differentially affected by the personal

vocational counseling treatment.

3. In a one-semester follow-up study it had been demonstrated that personal-vocational counseling did not have differentiating effect on participants' grade point average.

Other more subjective observations coming from the study were made. It was suggested that improved and extended group counseling sessions should be tried, even though the experimental counseling treatment was not found to be statistically significant. The study also questioned the authenticity of the traditional barometers for predicting high school students' chances for success in two-year colleges. "It is noteworthy that less than 40 percent of participant students did not successfully complete the semester. The reader is reminded that theoretically *none* of them should have been successful."

## Citizenship Education

1:8 "REPORT ON THE CONFERENCE ON THE CITIZENSHIP EDUCATION OF THE YOUNG WORKER" BY THE CENTER FOR RESEARCH AND EDUCATION IN AMERICAN LIBERTIES. COLUMBIA UNIVERSITY, NEW YORK. N.Y. 1966. 126 PAGES.

The Arden House Conference was designed to investigate the educational opportunities now available to those who enter our political system as young workers—of whatever race or ethnic background. Conference participants were selected to obtain as wide a view as possible. "It became increasingly evident during the discussions that not only was this the first time that corporation, union and education leaders had sat down together to discuss this question, but that this kind of interaction is vital for meaningful reform and effective implementation of that reform."

The main body of this report is comprised of the transcripts of papers presented by conference participants. The first of these was a presentation by Sen. Ralph M. Yarborough of Texas, titled, "Politics, Citizenship Education and Liberty."

When speaking of the estrangement of American youth from our society, Senator Yarborough said, "If the young workers of tomorrow do not consider political action any more meaningful and useful than do the youth of today, it won't matter how much leisure they have. . . . If we want

to combat their confusion, boredom and apathy, and make sure that our society will have active, purposeful and self-respecting citizens eager to deal with the myriad of problems we face and still face, what we need is to declare a war on poverty of the mind."

Specifically, Senator Yarborough proposed that one of the most valuable things we can teach the young worker is a concern for what happens in his community, his state, his nation, and a knowledge of what *he* can do.

The paper by F. W. Whittemore, chairman, Department of Social Studies, Teachers' College, Columbia University, proposed that the young worker is in as much need of a liberal education as a college-bound youth.

"The importance of vocational education is obvious enough. . . . Yet, this is but one leg in the triangulation necessary to the balanced whole. We must, in addition, provide the citizen worker with both the rational bases for understanding the world around him and, as a third and unifying leg, a clear perception of the meaning and significance of American liberties. Our attention at this conference is focused on the third leg, but unfortunately, we know very little about how to proceed on this line. I am certain of one thing, however: the citizenship education of which we speak cannot be carried out in isolation, as a separate subject."

Whittemore added, "The capstone of a sound social studies program for the young worker is experience in the real world, experience that introduces the student as a rational free man to the day-to-day business of running his free society."

Walter Arnold, United States Office of Education, pointed out that high school students enrolled in vocational programs must complete the same requirements in social studies as any other students. Also, he said, vocational students have a unique opportunity to obtain practical experience in the responsibilities of citizenship and the meaning and importance of civil liberties. The close relationship that exists between the vocational instructor and his students and the value of the cooperative programs and various youth organizations in vocational education were used to illustrate these benefits.

Harry Fleischman, director, National Labor Service, American Jewish Committee, presented a paper on union education and civil liberties.

Speaking of the disparity between official policy and local practice, Fleishman stated, "The right to dissent, to hold unpopular views, to try to convince others and change existing practices by peaceful and lawful means is the very cornerstone of American liberty. . . . Yet, while every AFL-CIO convention has unanimously passed strong resolutions in defense of civil liberties, there is a wide gap between the positions voted at conventions and the views of local union leaders. Rank and file unionists score even lower in concern for civil liberties."

Psychological issues relating to educating for American liberties was the theme of a presentation by Christian Bay of the Political Science Department, Stanford University.

Striking out at the apparent complacency of spokesmen from corporations, unions and schools at the conference, Bay asserted that our social order is in need of improvement. "I believe *things* are in the saddle, not men; things like corporations and laws suitable to their needs, not the needs of men. If our schools are bad, and I think they are, it is because our society up to now has required this kind of school."

Conference discussion was reported to have centered around three questions: "What's wrong with what's being done now to teach civil liberties, especially to young workers or to groups alienated from society? What's being done that seems effective? How can the Center help to improve the educational situation?"

Participants raised the basic question of whether commitment to American liberties and democratic citizenship *can* be taught in a non or undemocratic environment. The consensus was that authoritarianism in schools as they operate now should be

drastically reduced.

"Rigid state certification requirements" were given by conference participants to be one barrier to getting good teachers, especially as schools try to develop ways to meet the needs of disadvantaged children. There was also concern that the best teachers seldom go where they are needed the most—the worst schools.

### Unskilled Union Members

1:9 "A CURRICULUM DEVELOPMENT STUDY OF THE EFFECTIVENESS OF UPGRADING THE TECHNICAL SKILLS OF EDUCATIONALLY DISADVANTAGED UNION MEMBERS" BY JOSEPH S. KOPAS. NEGRO AMERICAN LABOR COUNCIL REGION IV, CLEVELAND, OHIO. 1966.

"In the past, on-the-job training conducted by industry plus the experience gained from performing the job provided the necessary skilled manpower needed in industry. The higher level skilled jobs were filled by the more experienced and qualified senior employees. . . . Technological progress in industry has changed all this by adding new and *more difficult to learn* skills. Furthermore, it has undermined and is continuing to undermine the current skills of employees.

"Throughout our nation key skill jobs in industry go begging or are poorly manned by senior employees not qualified to meet the changing skill requirements of their jobs, thus losing the opportunity to advance, and clogging up the job progression system. . . . This unclogging can be done by a researched and updated job skill retraining program, which is professionally comparable in quality and effectiveness to the vocational training program available for in-school youth."

This series of introductory statements calls attention to some of the

problems confronting educationally disadvantaged workers. Also, they provide the basis for developing a curriculum module in electrical maintenance, and for testing the practicality and effectiveness of utilizing an electronic tutor to provide employees with the additional individualized instruction they need to insure mastery of technical job knowledge.

The curriculum development section of the project was subcontracted to the Human Engineering Institute, Inc., a nonprofit institution.

Two industries, a steel company and a foundry, cooperated in the step-wise job skill training program. Employees performing electrical maintenance work constituted the training population. Forty trainees were divided into two groups of 20. One of these had available the use of an electronic tutor; the other studied the material in the conventional manner. Measurements were made prior to, during and following the completion of the six-month training program.

Comparison of data revealed that employees who received electronic instruction learned more in less time. "The key element in this new program of updating and upgrading technical job skills is the unique 10-hour job instruction curriculum module. This concept combines the advantage of group and individualized instruction and utilizes the classroom, the home and the job in a functionally organized training unit."

Included in this report are a four-year sequence of outlines for electrical maintenance trainees, and a list of 25 "Didactor" films and "Vu-Graph Cells" which have been developed for the first year's work. This material should have value for anyone interested in curriculum development, especially in the field of electricity and maintenance.

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## TOPIC FOUR: Sociological Studies

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### Social Influences on Goals

1:10 "A STUDY OF THE INFLUENCE OF THE FATHER'S JOB AND SOCIAL STATUS ON THE OCCUPATIONAL AND SOCIAL GOALS OF YOUTH" BY ROBERT E. GRINDER. UNIVERSITY OF WISCONSIN, MADISON, WIS. 1967. 148 PAGES.

The research strategy of this project was divided into three parts. Phase I

included student interviews and a search of literature pertaining to the youth culture, father identification, and characteristics of potential school dropouts.

Phase II focused on the development of a rationale for assessing adolescent boys' youth-culture interests and father orientation, the construc-

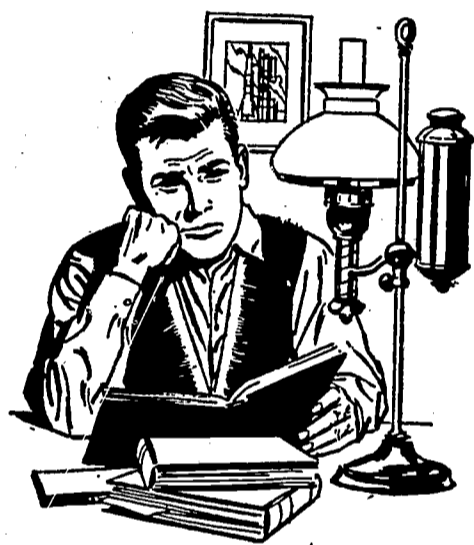
tion of a Social Interests Inventory, and five successive pilot-tests and revisions of the inventory.

The third phase of the project comprised the administration of the revised Social Interests Inventory to 2,220 eleventh and twelfth grade boys in 7 high schools throughout Wisconsin, administration of an activity and

peer nominations inventory, and acquisition of background data related to academic performance and family status from the school records.

The first stage of the project was centered on identifying youth-culture functions and father-son interaction. A comprehensive list of the rewards and incentives associated with various activities was compiled from descriptive literature and subsequently supplemented with information obtained from interviews with 18 high school boys.

The combined literature review and interview material identified three main groups, which were chosen to represent the incentive categories of the Social Interests Inventory. These were status seeking, independence assertion and sex gratification.



The initial phase of the investigation also revealed that adolescents who seek youth-culture rewards participate in several important reference groups. For the sake of the study these were organized into four categories to serve as the main sociological variables of the Social Interests Inventory. These four were called: *few friends*, *clique-crowd*, *dating*, and *solitariness*.

The findings of the investigation support the theory that persons identify with models whose resources they envy, but not necessarily in every way.

"The psychoanalytical interpretation of socialization, which regards adolescent independence to be a reaction-formation against childhood dependency, would predict that adolescent boys who are relatively alienated in one respect would likewise be alienated in all other respects. The data, however, do not support such a formulation. For example, low regard for the father's job seems to sustain

youth-culture activities, but father encouragement also is associated with youth-culture activities, especially in respect to heterosexual functions. . . . The data suggest, therefore, that adolescents turn to the father model only for certain resources and incentives."

Another important finding of the study suggests that status-seeking and independence-assertion are among the most important variables that differentiate between potential dropouts and college-bound boys. Also, success in school is strongly correlated with paternal encouragement, participation in extracurricular activities, and high visibility among peers.

"Adolescents are frequently reported to leave high school because of low intelligence, lack of interest in learning, personality disorders, low motivation, limited ambition, etc. Each of these reasons, however, is a product of long-term experience, and during adolescence not all individuals enjoy the good fortune of having facilitative parental support."

Among the strategies suggested for schools are the reorganization of extracurricular activities in order that they include small groupings of boys that populate every high school. "The small few-friends groups must be diluted by more committed youth."

Speaking of the need for finding effective work-role models for potential dropouts, the report states that educational services for potential dropouts are not likely to have lasting impact unless boys seek to emulate a model and become willing to work toward his achievement.

There are lessons for educators in this investigation. First, it becomes increasingly clear that the disadvantaged student is in special need of having persons in school, students and faculty alike, with whom he can relate. There are implications here for the guidance process. Certainly, the traditional program whereby one counselor is shared among hundreds of students cannot satisfy the special problems of potential dropouts.

Also, greater emphasis must be given extracurricular activities designed to serve the interests of the dropout prone sector of the school population. For vocational educators, the benefits of career-related youth organizations, such as FFA, DECA, VICA, and Future Homemakers of America, should not be neglected.

## British Isles Vs. United States

1:11 "A COMPARISON OF TECHNIQUES FOR THE SOLUTION OF SIMILAR EDUCATIONAL-VOCATIONAL PROBLEMS OF DISADVANTAGED YOUTH IN GREAT BRITAIN AND THE UNITED STATES" BY ROBERT L. GIBSON. INDIANA UNIVERSITY, BLOOMINGTON, IND. 151 PAGES.

The purpose of this investigation was to test the hypotheses that: (a) the disadvantaged English-speaking cultures of the British Isles and the United States will have similar identifiable youth educational-vocational problems, and (b) that solutions found to these problems in one country or culture may be applicable to any similarly disadvantaged culture. As a pilot study, a further objective was to test the feasibility of and possible procedures for a larger scale international study of common educational problems, especially of disadvantaged youth.

The communities comprising the sample of the study were selected in accordance with a basic criterion: that the community, or a significant segment of its population, was located in an area identified as economically or culturally disadvantaged. Schools representing urban, rural and semi-rural disadvantaged populations were selected. As a further control, communities in the British Isles and the United States were matched on the basis of such characteristics as population, industry, government, relationships to other communities, and geography.

These paired communities were: Belfast, Northern Ireland, and Milwaukee, Wis.; Newry, Northern Ireland, and Paducah, Ky.; Castlewellen, Northern Ireland, and Twining, Mich.; Aylebury, England, and Detroit, Mich.; Cupar, Scotland, and Oak Park and River Forest, Ill.; Kirkaldy, Scotland, and Coos Bay, Ore.; Glenrothos, Scotland, and Logan, W. Va.; Cardiff, South Wales, and Indianapolis, Ind.

A problems checklist through which educational-vocational problems and their relative degree of importance could be determined was submitted to administrators, pupil personnel workers and randomly selected faculty of the schools under study. Reliability for this instrument was previously obtained through test and retest procedure using alternate forms. Validity was further established through follow-up interviews.

The number one priority problem identified in both the British Isles and the United States was "pupils failing to work up to or achieve new capacity." Other problems of major concern to British educators were lack of interest and motivation in the academic program, pupil home environment, and lack of appropriate job opportunities for pupils upon graduation. United States educators, on the other hand, were more concerned with pupils failing to acquire basic reading, writing and reasoning skills, pupils engaged in undesirable or delinquent behavior out of school, and dropping out of school before graduation.

The small sampling of pupils interviewed indicated that pupils in the United States were most concerned, in order of importance, with: (a) lack of appropriate curricular offerings; (b) lack of post-high school vocational and technical education opportunities, and (c) lack of job opportunities after graduation. British pupils were most concerned with: (a) lack of job opportunities; (b) lack of post-high school vocational and technical opportunities, and (c) inadequate programs of pupil guidance.

Among other concluding remarks of this comparative study are statements that:

—There are identifiable educational problems that are the common concern of educators in both the British Isles and the United States.

—Solutions found to common educational-vocational problems of secondary school youth, especially the disadvantaged, in one country or culture may be applicable to other disadvantaged cultures.

—The continued exchange of viewpoints and techniques for dealing with common educational problems between English-speaking educators offers future promise for reducing the educational wastage resulting from such problems.

### Equal Employment Opportunities

1:12 "EQUAL EMPLOYMENT OPPORTUNITIES: SELECTED PAPERS AND ANNOTATED BIBLIOGRAPHIES" BY THE INSTITUTE OF LABOR AND INDUSTRIAL RELATIONS. UNIVERSITY OF MICHIGAN-WAYNE STATE UNIVERSITY, DETROIT, MICH. 1966. 153 PAGES.

This report contains five projects, each dealing with equal employment opportunities. These five are:

—"An Assessment of the Suitability of the Faceted Structure of the Western Reserve University Thesaurus as a Framework for Preparation of a Thesaurus of Economic Opportunity Terms"—24 pages.

—"Problems, Research and Recommendations in the Employment Testing of Minority Applicants"—63 pages.

—"The Negro and Organized Labor: A Selected Annotated Bibliography"—19 pages.

—"Testing of Minority Group Applicants: A Selected Annotated Bibliography"—10 pages.

—"The Negro and Employment: A Selected Annotated Bibliography"—37 pages.

The first project, the Western Reserve University Education Thesaurus, is comprised of 17 "facets" or clusters of conceptually related terms. Using this faceted structure as a guide, 1,779 terms relating to economic opportunity were extracted from textual sources and sorted into appropriate facets, sub-facets and groups. The thesaurus is included in the report.

Conclusions drawn from the thesaurus development project are that the faceted organization of economic opportunity terms is a satisfactory and efficient method. It is also reported that many of the problems of developing an indexing language and system for the literature of economic opportunity are analogous to those of the literature of education.

The study dealing with employment testing of minority applicants reviews the growing reliance on standardized tests for screening job applicants. Here it is pointed out that although the use of tests may reduce the incidence of overt discrimination, they also tend to "inadvertently discriminate" against the person with socio-economic handicaps.

Also questioned is the current level of competence in the selection and administration of tests. "The first step in initiating a testing program is selection of the tests. Experts agree that this is best done by analyzing the specific job skills and validating tests for each specific requirement of each job. In practice, however, most tests are installed because 'it seemed to be a good operating practice'—only 30 percent of the tests in one survey were installed by professionals after job analysis, or installed to meet a specific identified need."

A section of the employment testing study that is of particular interest is that which outlines the types of problems minority applicants have with tests. These problems are grouped under the following headings: those stemming from the applicant's background; stemming from the testing situation; relatively low predictive value of test results, and problems with specific types of tests.

The study suggests a number of solutions to these problems:

—Elimination of culture biases in tests

—Improvement of testing situation

—Improvement of test validity

—Training minority group members

—Supplementing test results with other pertinent data.

The final three sections of this report are annotated bibliographies. In each case the annotations, which on the average are between 50 and 100 words, should help the reader know the nature and scope of the document. The titles listed are a mixed bag of popular articles, scholarly treatises and research reports. As such, they may have limited value for the scholar, serving mainly as sources of general information.

### Equal Employment Practices

1:13 "THE NEGRO AND EQUAL EMPLOYMENT OPPORTUNITIES: A REVIEW OF MANAGEMENT EXPERIENCES IN TWENTY COMPANIES" BY LOUIS A. FERMAN. UNIVERSITY OF MICHIGAN-WAYNE STATE UNIVERSITY. U.S. DEPARTMENT OF LABOR 1966. 202 PAGES.

This investigation was conducted for OMPER, U.S. Department of Labor, by the University of Michigan. Twenty companies were selected to study the application of equal employment practices in company settings and to assess the impact of these practices on minority group employment. The 20 studies cover a broad spectrum of industrial classifications: heavy and light manufacturing; public utilities; service; retail and wholesale trade; transportation and distribution. All of the companies had publicly pledged themselves to a program of action in equal employment opportunity.

Before the study was undertaken, it was decided that the primary value of the inquiry was to solicit a *wide range of information on attitudes, behavior and experiences from these individuals*

who were most directly involved in the work integration process. A series of five instruments were designed to achieve this purpose:

—A five-part interview was conducted using 67 management executives and 27 corporate headquarters officials. This checklist of close-ended questions was designed to solicit views from corporate officials on the goals of an EEO program within their company.

—An interview, designed to solicit attitudes and expressions of behavior, was given to 40 local plant officials. This 20-item schedule with checklist and open questions sought information on such matters as: history of Negro employment in the plant, real and anticipated problems, sources of Negro recruitment, and union structure.

—An instrument combining open-ended and closed questions was submitted to 205 white workers in non-supervisory positions and to some supervisory personnel. The wide range of questions covered such topics as: job mobility and training attitudes, knowledge of EEO policy, interpersonal relations at work, and images of the Negro worker.

—The instrument paralleled the previous one, but was given to 215 Negro workers.

—The fifth instrument used was designed to solicit information on attitudes and experiences of local union labor leaders on integrating the Negro into the company and the union.

The findings of this investigation are reported in six statements:

**1. Progress in Equal Opportunities:** All of the companies reported progress, but company executives felt that shortages in adequately trained Negro workers would hinder any dramatic change. In most companies relatively little had been accomplished in opening jobs to unskilled Negro workers.

**2. Business Values and Equal Employment Opportunities:** There is clear evidence of a set of values in the business community that has implications for the more effective utilization of Negro workers: *efficiency of operation and priority of work standards over equal employment goals; resistance to modifying employment standards; resistance to increasing job mobility for Negroes by any special quotas for Negro job advancement; and the resistance to any special employment programs that are not integrally a part of the present employment structure of the company.*

**3. Satisfaction with Negro Job Performance:** Negro technicians and professionals were highly regarded and Negroes in office jobs were considered good workers but unwilling to take responsibility. The job capabilities of untrained Negro workers in entry level jobs were not regarded highly.

**4. Union Values and Equal Employment Opportunities:** With the exception of two large industrial unions in northern cities with large

Negro memberships, Negroes faced a number of problems both in industrial and craft unions. To a very large extent, these problems reflected union unwillingness to compromise with long-established sets of institutional values—seniority and apprenticeship. The study also suggests that union leaders give relatively little opposition to equal employment practices unless these come into direct opposition to the job rights of white workers.

**5. The White Worker's View of the Negro:** Few white workers were prone to admit that Negroes had any special job difficulties because of skin color. There was a general lack of awareness of the civil rights issue and a certain puzzlement that Negroes should be dissatisfied. The majority of white workers felt that "special treatment of Negroes was not right."

**6. The Negro Worker's View of Equal Employment Opportunities:** In contrast to the whites, the Negro workers felt that there was considerable job discrimination against Negroes in hiring, training and promotions. One of the major complaints is that discrimination is subtle and rarely anything that one can put a finger on. Many of the Negroes felt that they received little help from white workers in informal, on-the-job training or in learning job information that would be valuable for promotion. This latter complaint was particularly frequent among lower-skilled blue collar workers who had received few promotions.

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## TOPIC FIVE: Guidance and Training Centers

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### Centers for Dropouts

1:14 "OCCUPATIONAL TRAINING CENTERS FOR 16-18 YEAR-OLD YOUTH, A DEMONSTRATION PROGRAM FOR POTENTIAL OR ACTUAL DROPOUTS" BY LEON L. KAPLAN. 1967. 105 PAGES.

The staff of the Unified School District was encouraged to develop an effective program for potential or actual dropouts through the establishment of regional occupational centers. A preliminary study, conducted by the school district's staff, served as a basis for the federally funded investigation that followed.

The task force assigned to conduct the research consisted of a high school principal, a head counselor and an

industrial arts teacher. The task force engaged in the following activities in carrying out the investigation:

1. Review of current literature and preparation of a bibliography.

2. Interviews and conferences with representatives from industry, schools, labor, community organizations, and government.

3. Visits to airport facilities, manufacturing plants, government offices, selected schools, skill centers, and community action centers.

4. Visits to San Diego, Oakland, Denver, Detroit and New York to observe programs and confer with school and government representatives.

5. Organization of and consultation with advisory committees.

6. Organization of a school district committee to consider revisions of present legislation and to prepare new legislation relative to continuation legislation.

7. Interviews with dropout pupils, continuation class pupils and former dropouts currently enrolled in adult schools.

On the basis of the investigation, two demonstration Occupational Training Centers were proposed for 16- and 17 year-old pupils who are subject to compulsory continuation education. The behavioral objectives established for these centers are:

—To develop in pupils positive attitudes toward themselves, school, work, and community.

—To improve pupils' basic skills and knowledge in academic subjects.

—To improve pupils' occupational skills and knowledge.

—To identify pupils' health needs and make appropriate referrals.

To achieve the goals, the Centers were given a program of work which included the establishment of "a work-study schedule in which academic subjects will play a supportive rather than a dominant role; provide job-related experiences designed to assist the pupil in the transition from school to work; provide supplementary counseling and health services; provide an individualized educational program leading to a high school diploma, and continue to upgrade district efforts by incorporating an evaluation-revision-dissemination procedure designed to accelerate needed changes."

### Job Counseling Center

1:15 "THE JOB COUNSELING CENTER: AN EXPERIMENTAL AND DEMONSTRATION MANPOWER PROGRAM FOR DISADVANTAGED YOUTHS" BY RICHARD GREENFIELD, BOARD OF EDUCATION, NEW YORK, N. Y. (U. S. DEPARTMENT OF LABOR) 1966. 141 PAGES.

The Job Counseling Center of New York City was operated as a 20-month experimental and demonstration program. It was funded by the U.S. Department of Labor to test the thesis that an urban school system could provide the services of a manpower program to a population which was out of school, unemployed and disadvantaged.

The design of the program was simple. Licensed school personnel would operate centers located in four vocational high schools during evening hours. Centers would provide counseling, remedial education and short-term vocational training. A full-time placement component would develop jobs for the clients as quickly as possible, since employment was the most prevalent need for this population.

"The major program thrust was to encourage youth, by our post-placement activities, to build on the solid base of continuous employment through involvement in a variety of activities leading to his upgrading."

Serious problems associated with initiating the program were reported. It

was found, for example, that the job counseling center, having its affiliation with the Board of Education, was not community based. "It had to achieve community acceptance on its own. If it were not for the freedom and protection of its experimental and demonstration status, the program may not have survived. . . . Because of the E and D label, no one was ever quite sure what was expected. The happy result of the ambiguity was that no existing institution felt threatened by the program's existence."

The first step in locating clients was to open centers in areas designated as poverty stricken, where they would be accessible to large numbers of disadvantaged youths. Lists of dropouts supplied by schools were used as sources for recruitment. Mass media appeals were generally avoided because of fear that a sudden rush of new counselees could not be served effectively.

Each of the four counseling centers was a self-contained unit. A person seeking employment, remediation, counseling, or some shop experience could be served on the spot because of the facilities available in the vocational high schools. A disadvantage of using these quarters was also cited. They were available only during evening hours. "This simple fact can be seen in itself as a selection process, whereby the most alienated youths just do not respond to recruitment appeals."

One of the main variables which affected the counseling program was reported to be the interpretations of counselors of their own roles and functions. Questions like "How long do we hold a client?" and "How deep should we go?" were part of the staff's introspection and self-evaluation.

The goals of the counseling were found to vary from one counselor to another, and from month to month. "When jobs were scarce, and the counselors felt they had very little to offer their clients, the counseling was affected. Conversely, when jobs were plentiful, or a newly founded program was opened to our youths, quick movement of the clients out into the job world or program often became the only identifiable activity of the counselors."

The remedial reading program had limited success. The JCC had the services of remedial experts from the school system who worked in the eve-

ning centers. "Their experience indicated that remediation is a long, arduous process, and success is determined primarily by the youth's motivation and his ability to overcome the emotional factors which inhibit learning. . . . The correction of serious reading disabilities requires the youth to invest probably a year of his time. Most of our target population would not make this investment."

As the job counseling program progressed, the counselors increasingly demanded a range of services for their clients that the program could not possibly supply itself. "Needs for training, for education, for options to dead-end jobs became more and more important as the staff gained sophistication in its self-evaluation."

The services of agencies outside of the Center were used to augment the limited resources of the program. These included evening high schools, trade extension courses, adult education classes and higher education advisory services, all conducted by the Board of Education. Also involved were the New York State Employment Service, various MDTA operations, and, during the latter part of the program, a number of newly developed community action agencies.

Job development and placement activities were looked upon as a major part of the program. The report states that job developers were subjected to considerable pressure to provide jobs quickly, as the counseling function would be meaningless without placement. "To the youths, the promise of a job right away was what drew them to the centers. The counselors knew they could not hold their clients very long without meeting their needs, so they depended very heavily on the placement unit to move quickly."

The summary statement of the job counseling report is especially meaningful to public school personnel as it supports the idea that a school system can indeed provide a meaningful program for disadvantaged, unemployed, out of school youth. "Undoubtedly, any large school system could staff a program with qualified people. . . . Similarly, no community should be deprived of the fullest use of the facilities of its school system. The physical plants and the vocational equipment represent an investment of the community, and it is wasteful if they are available only six hours a day while school is in session."

## "PLAIN TALK"

AMERICA'S RISE to world prominence has often been attributed to a unique combination of fortuitous conditions and circumstances, such as climate, soil, sea-ports, and an abundance of mineral wealth. As time goes on, however, it becomes increasingly clear that the greatest resource of this nation is its people—all of them.



Even as we have tolerated a profligate destruction of our natural wealth and beauty, so have we also carelessly permitted a devastating waste of human resources, allowing a substantial proportion of our population to remain in a persistent and self-perpetuating cycle of ignorance, apathy,

unemployment, and deprivation. Whether this waste in human potential is measured in social, economic or ethical terms, this situation must be looked upon as a major disaster and a mortal danger.

For the vocational or practical arts teacher who thinks of the conditions in urban slum or rural backwater of poverty as somebody else's responsibility, it can only be said that such a person is out of touch with reality. True enough, the teacher can only deal with a portion of the varied, complex problems associated with disadvantaged youth, but his role in achieving an ultimate solution is pivotal.

Through vocational education lies the key to social change. The potential ward of society—the person who *Time* magazine (May 17, 1968) says can cost taxpayers \$140,000 in his lifetime—can best be served by giving him a foothold on the employment ladder, equipped with the skills and knowledge which will help him become a self-respecting and productive citizen.

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