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ABSTRACT

The central purpose of Institute III was to bring together a task force of vocational and related personnel serving rural areas throughout the United States to consider the modification of existing programs to meet the changing needs of rural people. Specific objectives were (1) to identify and assess the educational and vocational training needs of rural youth and adults; (2) to develop a framework for organizing and developing vocational curriculum, courses of study, and units of instruction designed to meet the needs of rural people; (3) to determine the appropriate human, physical, and financial resources needed to conduct vocational education programs; (4) to develop precision in selecting and using the most effective educational technology in planning and conducting these programs; and (5) to plan ways to secure the cooperation and coordination of school personnel, parents, businessmen, and others for vocational education programs. Institute methods and procedures, major presentations and working papers, and conclusions and recommendations are included in this report. (JH)

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FINAL REPORT
Institute III
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# MODIFYING PROGRAMS OF VOCATIONAL EDUCATION TO MEET THE CHANGING NEEDS OF PEOPLE IN RURAL AREAS

Part of
National Inservice Training Multiple Institutes
for Vocational and Related Personnel
in Rural Areas

Vanik S. Eaddy

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December 1970

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The project director wishes to express his sincere appreciation to the members of the Steering Committee of the National Inservice Training Multiple Institutes for Vocational and Related Personnel in Rural Areas for their advice in developing the institute program. A listing of the members of this committee is contained in Appendix A. The staff of the Center for Occupational Education is due recognition for the leadership provided the series of institutes comprising the training program. The Southwide Research Coordinating Council should be acknowledged for identifying the need for these institutes and for pioneering effort in initiating action leading to the preparation of a proposal.

Particular gratitude is extended to the faculty members of Auburn University who served as Work Group Leaders. These men also performed as the Institute III Steering Committee and contributed their services without financial reward for the benefit of vocational education in rural areas. Serving in this capacity were the following persons: Dr. R. W. Montgomery, Dr. R. A. Baker, Dr. J. W. Selman, Dr. H. E. Frank, Mr. W. C. Clayton, Dr. E. B. Moore, Dr. Warren Leffard, and Mr. R. H. Couch.

Additional appreciation is expressed to the other staff members in the Department of Vocational and Adult Education who assisted in hosting Institute III. Gratitude is due the School of Education and the Administration at Auburn University for providing the logistical support required of such an undertaking.

Finally, the author would like to express special appreciation to Dr. R. A. Baker, Director of the Occupational Research Coordinating Unit at Auburn University, whose staff supported the institute with ideas and assistance, and to Mr. H. R. Todd who served the project as a graduate assistant.

SUMMARY

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| GRANT NO.: | OEG-0-9-430472-4133(725) |
| TITLE: | Modifying Programs of Vocational Education to Meet The Changing Needs of People in Rural Areas. |
| PROJECT DIRECTOR: | Vanik S. Baddy, Assistant Professor<br>Department of Vocational and Adult Education*<br>School of Education |
| INSTITUTION: | Auburn University<br>Auburn, Alabama |
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Problem, Purposes, and Objectives

Rapid technological changes in agriculture and in the general economic progress in rural areas have important implications for programs in vocational education. The ability of rural people to make adjustment either inside or outside of the spectrum of agriculture depends on economic and personal resources. The immediate problem in rural areas is to match the skills in the labor force with the jobs available. An associated problem, and one with which this program dealt, is the need to provide each individual youth and adult, with the education and training with which to develop his resources and abilities to the fullest.

In general, rural areas, including the small town population centers are not sharing adequately in national growth. Changes in technology and economic adjustments have resulted in under-employment, unemployment, and relatively low incomes among rural and small town residents. These factors along with other pressures of society act to force rural residents to migrate to urban areas in search of economic opportunity. Many of those who migrate in search of employment discover that they cannot compete because they lack both technical skills and a sufficient educational background demanded by the labor market. It has been said that these people contribute to the ranks of the hard core unemployed and are thus trapped in the city ghettos without hope or opportunity. Joblessness, frustration, poverty, and apathy are the ingredients which contribute to crime and social conflict.


*The name of the Department of Vocational, Technical, and Practical Arts Education was officially changed July 1, 1970 to the Department of Vocational and Adult Education.

A partial solution to the problems stated is a viable progam of vocational and educational preparation designed to meet the occupational needs of rural citizens of all ages. Traditional vocational education programs have made a significant contribution to the lives of individuals served as well as a marked impact upon the economic development of rural areas. These efforts should not be overlooked when planning for the future. It should be obvious to all sincere observers that an expansion of vocational education programs to segments of the rural population not previously reached is necessary as well as the provision of a more comprehensive selection of occupational preparatory alternatives.

The central purpose of Institute III was to bring together a task force of vocational and related personnel serving rural areas throughout the United States to consider the modification of existing programs to meet the changing needs of rural people. Furthermore, it was intended that each participant would be established as a change agent in his own area to act as a team member in effecting planned change.

Specific objectives which served in the planning and conduct of Institute III were these:

1. Identify and assess the education and vocational training needs of rural youth and adults.

2. Develop a framework for organizing and developing vocational curriculums, courses of study, and units of instruction designed to meet the needs of rural youth and adults.

3. Determine the appropriate human, physical, and financial resources needed to conduct vocational education programs for rural youth and adults.

4. Develop precision in selecting and using the most effective educational technology in planning and conducting these programs.

5. Plan ways to secure the cooperation and coordination of school personnel, parents, businessmen, and others for vocational education programs for rural youth and adults.

Procedures and Activities

Institute III was a working conference designed to establish an understanding of rural vocational education problems, devise solutions to those problems, and develop the ability of participants to implement desired change upon return to home station. Included in the program were major presentations and working papers to provide facts, stimulate thought, and provoke participant reaction.

Work groups were formed for the development of operational vocational education models which could be implemented in rural settings throughout the United States. Six work groups, consisting of approximately 20 persons each, were assigned to the task of designing a functional vocational education model for a rural population age group. The population age groups studied were the following: Kindergarten through Eighth Grade, Consolidated Secondary Vocational Education Program, Isolated Secondary Vocational Education Program, Vocational Adult Education, Post-Secondary Vocational Education Program, and Rehabilitation Services in Vocational Education for the Disadvantaged and Handicapped in the Rural Environment.

Conclusions and Recommendations

An assessment of the trainee reactions to participation in Institute III made possible the conclusion that the program was successful in achieving the stated objectives. It revealed that many of the participants established meaningful professional contacts which will be continued. These contacts have resulted in the exchange of ideas and will continue to assist in the diffusion of information for the improvement of rural vocational education.

As a result of this program over 85 percent of the participants have indicated plans to modify existing or future work. A profound impact will be made upon rural vocational planning because of the innovative programs and pilot projects being established or continued by the institute participants. Each participant was requested to develop a statement of intent and a general plan for implementing a new service or modifying an existing program. The proposals submitted represented a major undertaking which spanned the entire spectrum of vocational education programs and levels of responsibility.

The combined efforts of the participants, consultants, and institute staff resulted in the development of six models for the establishment of comprehensive rural vocational education programs. These models were designed for population age groups ranging from kindergarten through the post-secondary level. Also included were vocational adult education and rehabilitation services in rural vocational education settings.

Recommendations were made for the improvement of rural vocational education programs. Additional conferences should be scheduled for further refinement of the models developed. There would be some merit in the planning of these institutes around regional and/or vocational disciplinary interests. Maximum effort should be expended to assure the widest possible dissemination of the developments of this institute.

A team approach is recommended as a means of impacting these findings on rural vocational education planning at the local, state, and national levels of responsibility. Participants are urged to honor their statements of intent and to combine these plans with the findings of other such programs designed to serve the ever changing vocational education needs of rural America.

# CHAPTER I

## INTRODUCTION

### The Problem

A new era in vocational education was introduced by Public Law 90-576, 90th Congress. Vocational Education was officially recognized as the key to a future for individuals preparing for entry into the nation's working force. In essence, a mandate was delivered to provide quality occupational education for all persons of all ages, regardless of place of residence. Such a directive has long been needed in the rural parts of the nation. Rural residents with rare exceptions have been unable to benefit from a comprehensive program of occupational education which would adequately prepare them for entry and progress in economically rewarding vocations. Moreover, it has been shown that a large proportion of the nation's disadvantaged population resides in the rural environment. Furthermore, many of these citizens migrate to urban areas in search of economic opportunity only to find their chances are limited because of inadequate skills or inability to compete in the job market. Unhappy and disillusioned, they are forced to rely upon welfare and ultimately form a major proportion of the hard-core unemployed or underemployed who become trapped in city ghettos without hope or opportunity of improved economic status. Especially serious is the plight of the unskilled youth or uneducated adult. Distressing economic conditions are particularly prevalent among occupationally unprepared members of minority ethnic groups.

Traditionally oriented rural vocational programs have been instrumental in changing the lives of those served, namely, Vocational Agricultural Education, Home Economics Education, and Business Office Occupations. The tremendous impact of these programs on the U. S. economic development through the services they have rendered should not be overlooked. It should be obvious to all sincere observers that an expansion of vocational education to segments of the population not previously reached is necessary as well as the provision of a more comprehensive selection of occupational preparatory alternatives.

### Purpose

The central purpose of Institute III was to bring together a task force of vocational and related personnel serving rural areas throughout the U. S. to consider modification of existing programs to meet the changing needs of rural people. Furthermore, it was intended that each participant would be established as a change agent in his own area to act as a team member in effecting planned change where needed.

## Objectives

The primary objectives for Institute III were specified in the publication of the Organization and Administrative Studies Branch, Division of Comprehensive and Vocational Education Research, Bureau of Research, Office of Education, U. S. Department of Health, Education and Welfare, entitled "Guidelines and Priorities for Short-Term Training Programs for Professional Personnel Development in Vocational and Technical Education", December, 1968.

Serving as guideposts in the planning, development, and evaluation of Institute III were these objectives:

1. Identify and assess the general and vocational education needs of rural youth and adults.

2. Develop a framework for organizing and developing vocational curriculums, courses of study and units of instruction designed to meet the needs of rural youth and adults.

3. Determine the appropriate human, physical and financial resources necessary to conduct vocational education programs for rural youth and adults.

4. Develop precision in selecting and using the most effective educational technology in planning and conducting these programs.

5. Plan ways to secure the cooperation and coordination of school personnel, parents, businessmen, and others, for vocational education programs for youth and adults.

## General Plan

Institute III was planned as a working conference as were the other training programs comprising the Multiple Institutes for Vocational Education in Rural Areas. A listing of the titles of these programs with respective Directors is included in Appendix A. A limited number of presentations were scheduled to establish a common understanding of the problems facing rural vocational education. Among these were working papers and presentations which focused attention upon the changing social, educational, and economic conditions in rural areas. The purpose of these presentations was to identify and assess the general and vocational education needs of rural youth and adults.

Work groups were assigned the task of developing operational models of vocational education that could be implemented in rural settings throughout the United States. Six work groups, consisting of approximately 20 persons each, were given the task of designing a functional vocational education model for an assigned population age group. The population groups studied included the following: Kindergarten through Eighth Grade, Consolidated Secondary Vocational Education Program, Isolated Secondary Vocational Education Program, Vocational Adult Education, Post-Secondary Vocational Education Program, and Rehabilitation Services in Vocational Education for the Disadvantaged and Handicapped in

the Rural Environment. Each of these work groups were directed to include the following elements in its proposed model: (1) Design or Description; (2) Objectives; (3) Administrative and Supervisory Staffing Pattern; (4) Instructional Program; and (5) Resources for Implementation. For details see Appendix F.

Institute participants were requested to develop a statement of intent and a general plan for a project, program, or service to initiate upon return to home station. Included in the institute program were a working paper and presentation which dealt with the role of the change agent in introducing educational innovations. Participants were thus appraised of the changing educational needs of rural people, provided with the opportunity to develop an innovative concept, and instructed in the role of the change agent in modifying programs of vocational education in rural areas.

CHAPTER II

METHODS AND PROCEDURES

## Selection of Participants

Participants were selected for Institute III according to the procedures described in Appendix B. Appendix C provides a list of 120 trainees who were accepted for participation in the program. Stipends of $75.00 were awarded to defray expenses while in attendance. Travel was reimbursed at tourist air rates.

In attendance were representatives from all of the United States except Washington. The nominee from this State withdrew his application too late to obtain a replacement. The participant mix included persons from each of the recognized vocational education services. The levels of responsibility held by participants were local, state and national in scope.

## Planning the Institute

Institute III was planned as a part of a training package incorporating six other programs. The National Rural Multiple Institute Program was designed for maximum impact through a team approach in planning, development, participant, selection, and a tangible outcome which could be implemented for the improvement of rural vocational education. Those serving on the Multiple Institutes Steering Committee are listed in Appendix A. A series of three program planning sessions were held with this group in developing the general plan for the Multiple Institutes.

The Steering Committee for Institute III was composed of selected Auburn University faculty and staff members who also served as Work Group Leaders. A list of these persons is included in Appendix G. Several formal planning sessions were held in addition to numerous individual consultations which were necessary in establishing the program format.

## Conducting the Institute

Institute III, Modifying Programs of Vocational Education to Meet the Changing Needs of Rural People, was held on the Auburn University Campus, Auburn, Alabama, during April 5-10, 1970. The Department of Vocational and Adult Education hosted the Institute in the modern facilities of Haley Center, a multi-million dollar educational complex.

Transportation was coordinated from the nearest air terminal because of the limitations of ground travel in the Auburn area. Participants were housed in public motel facilities surrounding the Auburn University campus. Meals and other necessities were provided by the Auburn business community.

Registration, Welcome, and Orientation

Upon arrival on Sunday, April 5, 1970, the participants were registered, processed for reimbursement, treated to an informal welcoming social, and oriented to the institute program. Extending greetings to those in attendance were Dr. Ben T. Lanham, Vice President for Research, Dr. Truman M. Pierce, Dean of the School of Education, and Dr. Robert W. Montgomery, Head of the Department of Vocational and Adult Education at Auburn University. Representing the Alabama State Department of Education was Dr. James W. Selman, Assistant Director of the Division of Vocational Education, Montgomery, Alabama. The program format is provided in Appendix D.

Major Presentations and Working Papers

This section contains the full text of the major presentations, except for lengthy working papers which have been published elsewhere. A complete reference of the publications is included to guide the reader in locating the material if desired. Copies of these papers were provided the participants as a part of the package of training materials. A reaction period was scheduled following each presentation to permit exchange of ideas between consultants and participants. A list of the Institute consultants and supporting staff is included in Appendix C.

# THE CHANGING EDUCATIONAL NEEDS OF RURAL PEOPLE

C. E. BISHOP*

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*Dr. C. E. Bishop is Vice-President for Research and Public Service Programs, University of North Carolina. This presentation was the keynote address and was taped for delivery to each of the Rural Vocational Education Institutes along with a set of synchronized slides. This paper was published as a monograph through the Department of Vocational Teacher Education, College of Education, University of Arkansas, 1970.

# SOCIO-ECONOMIC CHANGES IN THE RURAL ENVIRONMENT

Selz C. Mayo*

## Introduction

Change has been referred to as the only constant in our society, but social change is not a new phenomenon either to our society or in the current generation or decade. Professor Wilbert E. Moore began his discussion of social change in the International Encyclopedia of Social Sciences by pointing out that:

> "Social change is such a prevalent and often disturbing feature of contemporary life that both the specialist and the layman may be tempted to suppose that it is peculiarly modern. Certainly the extent and rate of change in the modern world are greater than in most past periods, but the static qualities of primitive cultures or archaic civilizations are easily and commonly overstated. Change, at some level and degree, is as characteristic of man's life in organized systems as is orderly persistence."[1]

In this context and with the title of this paper, where does one begin? And for that matter, where does one end? Important questions arise immediately. What is change? How do we define change? What measures are involved in change? A very important element, or idea, is how to compare rates of change from one social system to another. Equally important is the factor of expressing change over some time span. Also, how is a change in one system to be compared to the change in another system when the systems themselves are very different?

Not without importance is the problem of relating change in a technological area with changes in the area of ideas, beliefs, opinions and values. (It will be obvious to many that in this context the concept of cultural lag is of importance.) At stake also is the matter of understanding the difference between change as generated from within the system, compared with changes occurring as a result of forces outside of the system, regardless of whether the change is planned or unplanned. The significant factor of selecting changes with reference to the specific topic or situation is also quite important. For our purposes rural society is never in isolation. Thus it becomes necessary to look at our total society from many perspectives, and for some purposes and points of view it is necessary to look at trends and changes on a world-wide basis.

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*Dr. Selz Mayo is Professor and Head of the Department of Sociology and Anthropology, North Carolina State University, Raleigh, North Carolina.

In this discussion we shall not be concerned except in a general way with the problems of conceptualization and measurement. This task has been undertaken in a major work which will be referred to in subsequent parts of this discussion.

## The Short Perspective Versus the Long View

For our purposes at the moment two dimensions of change are important -- specificity versus generality, and the short-run versus the long-run aspect of change. In many instances specific and concrete data are required for the study of change; and at the same time, in some cases one likes to take a short view while in others the long range is of more importance. For example, as I was preparing this paper a new U. S. Census publication arrived in which it was noted that in 1969 the sex ratio in the United States was 96.4. This is compared with 97.8 in 1960 and 99.2 in 1950. On the other hand, it was pointed out that prior to 1940 this was a male nation in terms of the fact that the number of males in the total population had been larger than the number females since we recorded data. As we can see, this is simply an illustration of both a generalization over the long-run and a specificity in the short-run.

On a short-run basis, relatively speaking, the opening paragraph of the preface of a book by Bollens and Schmandt covers the five-year period from 1965 to 1970. The paragraph is as follows: "Dramatic developments have taken place in the metropolitan world since the first edition of this book appeared five years ago. We were time and again reminded of the fact as we proceeded with the task of thorough revision. This brief period had been one of acute social ferment marked by the newly found activism of the urban disadvantaged, civil disturbances and even violent riots, the rise of the black power movement, and the conflicts generated by attempts to carry out the citizen participation policies of the national government. Congress has enacted significant legislation in efforts to ease tensions and achieve a greater measure of social, economic and political equality for the deprived segments of the society. Meanwhile, the prestigious National Advisory Commission on Civil Disorders has condemned white racism as the root of many of the nation's social problems and has warned of the increasing polarization of blacks and whites. Taken as a whole, the events of recent years, shocking and disturbing as some of them have been, compellingly demonstrate the need for stepping up the pace of urban social change if domestic peace and order are to be assured."[2]

But again, in the context of the topic and the context of this conference, a long-term point of view may be more productive than a shorter one. For example, we are all aware of the fact that when the first census of the United States was taken the population was about 3.7 million and for all practical purposes ours was a rural nation with an almost totally rural population -- expanded steadily. On the other hand, a general trend began to emerge to show that the urban population -- the population living in cities and towns -- was increasing very rapidly. By 1920, the population was divided almost equally between the rural sector and the urban sector.

In the earlier days, the rural population was considered almost synonymous with the farm population; but as specialization and many other factors began to operate, the separation of the rural population into farm and rural-nonfarm became obvious. Many of the rural people were working in manufacturing and mining and in many of the services. By 1920, the farm population comprised about 60 percent of the total rural population; and since that time, of course, the farm population has declined very sharply and has become an ever smaller and smaller proportion even of the rural population. As a matter of fact, it is probably now to the point that the population living on American farms is no more than one-fifth of the total population classified by the Census Bureau as rural.

Thus the time element and the specificity element of change become very evident and are quite important in their own context. However, I do not anticipate recounting numerical details in this discussion. These specific kinds of data are readily available and I would like, therefore, to continue the discussion at a different level of understanding.

## A Search for Change - Some Scholars Speak

In our search for socioeconomic changes in the rural environment, in my opinion we should first begin with a search for the changes which are occurring in our total society. This serves as an important backdrop for an understanding of the changes in rural life and at the same time it will indicate that the one is not isolated from the other. This, too, is an important concept within the realm of this discussion.

Scholars for a long time have made efforts to summarize changes which were taking place in any society and especially ours. We have become particularly intrigued with the idea of summarizing for understanding purposes the changes of which we are a part, changes which have affected us, and what these changes mean for the future. One could cite a host of summaries of changes which have occurred or are occurring in our society. One after another laymen and technicians alike have been on the track of change. We have been particularly intrigued with the idea since World War II, or especially during the last twenty-five years. One could easily document these scores of efforts by very competent scholars. I do not propose to attempt to summarize all of these, but rather in the following sections I will select various scholars who have faced this issue and present their ideas to you in the following sections.

Professor Robin M. Williams, Jr., one of the most competent observers in the field of sociology, has attempted to summarize the major changes that have occurred over the last half century in American society. Professor Williams indicates that there are important trends which can perhaps be classified as "concrete descriptive generalizations." His list is as follows:

1. Urbanization
2. Continuing and increasing geographic mobility of the population
3. Industrialization, and decline in agriculture as proportion of work force

4. Mechanization, automation, cybernation
5. Rising real per capita product
6. Increase in life expectancy; control of communicable diseases
7. Rising levels of education; growth in scientific and technical knowledge
8. Occupational specialization
9. Increase in occupations dealing with services and in clerical, technical and professional pursuits
10. Spread of mass communication
11. Specialization of family activities ("functions"); decreased importance of kinship in total social structure
12. Specialization and secularization in religious organizations
13. Decrease in ethnic nationality and religious cleavages; greater salience of ethnic-racial claims in conflicts
14. Increase in universalism and equality in national economic and political sectors
15. Growth in scope and activity of central polity
16. Growth in scale and centralized direction of economic enterprises and related organizations
17. Interpenetration of economic and governmental norms, exchanges, relationships

As Dr. Williams points out, and as most of us would recognize, this list could go on and on; at least this is one list prepared by an outstanding observer of the American scene.

Dr. Williams continues his analysis. "In terms of actual organization, the following trends have been observable over fairly extended periods: (1) reduced autonomy and cohesion of small locality groups; (2) increase in number and relative importance of voluntary special interest formal organizations; (3) diminished clarity and exclusiveness of ethnic groupings based on national origins; (4) increased importance of mass public and mass communication; (5) growth in number and importance of large-scale, complex formal organizations; (6) centralization of control in communication within large-scale organizations; (7) penetration of local communities and kinship groups by formal, centralized agencies of control and communication."[3]

Professor Roland L. Warren is one of the current important observers of the American scene in terms of the community. As he and others have observed, many important changes are taking place in both the structure and function of our communities -- and these changes are occurring in every phase of community life, including the relationships of communities with each other. As he points out, these changes are very specific on the one hand, and general on the other. Nevertheless, the number of changes are of such a magnitude that it becomes necessary to find meaningful categories which will include the specific changes which are occurring. Professor Warren goes through such an analysis and he comes out with what he classifies as the "great change" in American communities. He points out the great change can be analyzed, as he does in his text, under the following subheadings:

1. Division of labor
2. Differentation of interest and associations
3. Increasing systemic relationships to the larger society
4. Bureaucratization and impersonalization
5. Transfer of functions to profit enterprise and government
6. Urbanization and suburbanization
7. Changing values.

I shall make no effort to summarize the details which Professor Warren presents for each of these categories of change. It suffices to say that whether these are all the items in the great change or whether one would add others it is necessary to understand at least these if we are to understand American society.[4]

At this point in the discussion we turn to an examination of the changing rural scene.

Time after time and place after place and by a host of observers the changes which have taken place as well as those which are taking place in rural society have been catalogued. The rural scene changes over and over, but in terms of our analysis it changes within the context of the total American society. An examination of the rural without an understanding of the changes that have taken place in the total society would be to a considerable degree sterile.

Professor Everett M. Rogers is, and has been for some time, a very competent observer of the American rural scene. In the introductory chapter to his text he lists seven major trends and changes which are occurring on the American rural scene.

1. Americans today are "movers"
2. Farm people are decreasing in number
3. Increasing numbers of persons are becoming part-time farmers
4. Rural-nonfarm people are increasing rapidly in number
5. Rural and urban values are becoming "reurbanized"
6. Widened horizons result from improved communications and transportatior
7. There are rural implications of growing industrialization.

Professor Rogers then goes into a discussion of the effects of these changes on rural organizations. Included in his list are the effects on the community, the family, the rural church, the rural school, farmers' organizations, economic organizations, and government agencies.

Professor Rogers, concludes his opening chapter with the following dramatic statement. "In the approximately thirty minutes required to read this chapter, several social changes were taking place. For example, the population of the United States increased by 163 persons born during these thirty minutes. A population meter in the U. S. Census Bureau in Washington blinks once every eleven seconds to indicate an increase of one in the population. Social changes are difficult to write about, for the writing is soon outdated. This makes it more important to emphasize general trends rather than specific numbers and it means that the picture of social change should be a moving picture rather than a snapshot."[5]

And at another time, and in a different setting, Professors Olaf F. Larson and Everett M. Rogers have compiled a very important list of rural social changes. This list is important since it gets to the very heart of the concept underlying this conference. They chose to list the following as some of the major alterations taking place in rural society of America.

1. An increase in farm productivity per man has been accomplished by a decline in the number of farm people in the United States
2. Linkage of the farm with the nonfarm sector of American society is increasing
3. Farm production is increasingly specialized
4. Rural-urban differences in values are decreasing as America moves in the direction of a mass society.
5. Rural people are increasingly cosmopolitan in their social relationships, due to improved mass communication, transportation, and the realignment of locality groups
6. There is a trend toward a centralization of decision-making in rural public policy and in agri-business firms
7. Changes in rural social organization are in the direction of a decline in the relative importance of primary relationships (such as in locality and kinship groups) and an increase in the importance of secondary relationships (such as in special interest formal organizations, government agencies, and business firms).[6]

In the recent International Encyclopedia of the Social Sciences, Professor Larson had the responsiblity for preparing the section on "rural society." One of the subheadings in his discussion deals specifically with social change in rural society. This, of course, has an international flavor which is very important within itself. He attempts to look at the changes which are taking place as rural societies make the transition from traditional to more modern societies. In this context Professor Larson chose to focus on four rural social changes which have significance for the present century. He listed these as follows: (1) the growth and application of technological and scientific knowledge; (2) the increase in urbanization; (3) the growth of the money-and-market economy; (4) the increase in purposive innovation, reflecting rationality and a favorable attitude toward change. I shall not attempt to detail the material which he uses to support these changes for the modern world. The details are available for anyone who cares to read. I should point out, however, that even if he did not stress the international aspect of the changing rural society these would have applicability to American rural society alone.[7]

As the materials for the paper were being assembled, I had an opportunity to review in haste a volume of more than 800 pages entitled Indicators of Social Change, Concepts and Measurements.[8] This in many respects is a magnificant volume and it certainly deserves, in my opinion, the interest of everyone in this conference. In view of the importance I attach to the volume, I am going to take the liberty of listing at least some major features of the table of contents. I believe that this will catch your imagination and at the same time give you some food for thought if and when you have an opportunity to review the book.

The first section is a single chapter dealing with the problem of monitoring social change in American society. Part II, entitled "The Demographic Base," is also a one chapter section dealing with Population: Trends and Characteristics.

Section III is entitled "Structural Features." The first chapter in this section deals with the production of Goods and Services: the Measurement of Economic Growth. The second chapter in this section deals with Labor Force and Employment Trends. Another chapter, The Measurement of Knowledge and Technology, and the remaining chapters in the third section deal with the Changing Politics of American Life, the Theory and Measurement of Family Change, Trends and Anti-Trends in Religious Change.

Section IV is entitled "Distributive Features" and contains the following chapters: Consumption: A Report on Contemporary Issues, The Definitions and Measurements of Leisure, Problems in the Measurement of Health Status, Trends and Output, and Distribution of Schooling.

The fifth and final section is entitled "Aggregative Features" and contains two chapters entitled Social Stratification and Mobility: Problems in Measurement of Trend, and Welfare and Its Measurement.

Each of these chapters is produced by an outstanding American scholar and the book wrestles with both the conceptualization of the problem, and the problem of measurement in time and from one place to another, and even from one culture to another. Considerably less emphasis is given to the problem of conceptualizing and measurement from one social system to another. This is a difficult problem and some attention is given to it although we shall wait for another work certainly as voluminous as this one to wrestle with this particular problem.

Each of these listings is striking both for the items included as well as for items omitted. Many of you would have included more emphasis in your own area of interest and competency. I might have included or excluded other features. Nevertheless, one cannot recount these catalogues without seeing the reoccurring items, the reoccurring similarity of items included, and I believe that we have before us a very fine listing of socioeconomic changes in the American environment. But my assignment is not yet complete.

The South in Transition

For the closing part of this discussion, I have chosen to focus on the southern region of the United States. Out of the potential barrel of changes, I have selected seven areas for analysis. Even these can be touched on in the very briefest of detail. You might have selected other areas and you would have been right; but those chosen are right for me in the present context. In any case, the South that you and I knew -- the one that many of us knew personally -- just three or four decades ago is no more. And, at this very moment, change goes on in this region.

Population and Redistribution. The tremendous redistribution of the population within the Southeast (eleven states) during the past two decades or so is one of the most significant population trends underway in the region. The farm population of the South is rapidly declining, the urban population is rapidly increasing, but a new phenomenon -- relatively new, that is -- the rural-nonfarm population, is increasing very rapidly throughout the region. Heterogeneity is the key concept here in terms of the differential rates of population change.

The population of the South, both white and nonwhite, is now predominantly urban. The U. S. Census of 1960 shows that for the first time in Census history more than half of the population of the Southeast resides in urban communities. Although the South is still not as urban as the nation as a whole, a strong, convergent trend in this direction is evident. The South is becoming increasingly like the nation in terms of the proportion of the total population residing in urban centers.

Internal Struggle for Political Power and Representation. One of the most dynamic changes, and one with potentially far-reaching consequences, is the social movement in the South which is here labeled as the internal struggle for political power and representation. Some may contend that this movement is but a continuation of the longer time rural-urban struggle. It is this, but it is surely much more. Even the school child is familiar with the continuing struggle of southern politicians with both the real and imaginary issues involving the federal government and the several states. No less real, though with less oratorical verbosity and redundancy, are several other major struggles which are underway.

These struggles rest squarely on the continuing redistribution of the population within the region as among the states, as well as internally between and among counties, cities, and areas or regions. In these battles a few citizens in one community continue to have more, while many citizens in another community continue to have less representation in the legislative process at the state level. Also, the increasing population that resides in the sociological community but not within

the corporate boundaries of towns and cities is seeking services and a voice in the policy-making process of that part of the community in which it makes its economic contribution. Sometimes it appears that there is a willingness on the part of some to maintain the existing structures at all costs, including the cost of not providing efficient and effective services for the people.

From Primary to Secondary Relationships. There has been, and there is now, a rapid shift taking place from a primary society or culture to one characterized by secondary relationships. This is, of course, not peculiar to the South but is now more intense because it came later to this region.

In simple language these concepts may be defined in the following terms. Primary group relationships may be thought of in terms of the willingness to reveal oneself to others and expect to be accepted by others as a total person. There is a mutual knowledge of and respect for each other. We know each other as a totality. Out of such knowing and revealing we expect to gain nothing. Rather, this is a mutually satisfactory arrangement of group relationships. Secondary group relationships, on the other hand, form a pattern in which the interaction reveals only a segment or a few segments of one's life in relation to others and as understood by others. There is an acceptance on the part of both that this is all that is required or desirable in the interaction.

Changing Society: A Challenge to Individual Identity. In terms of regional development, in terms of the changes which are taking place in the South, one may look at both cause and impact in term of urbanization, industrialization, secularization, mobility, and the change in ecological structures. Many of these great changes can be interpreted at the individual and local level in terms of "Don't try to get too close to me" or "I can't afford to get too close to my neighbor. I might need to kill his dog."

The Agricultural Sector -- From Mules to Machines. The revolution in agriculture is not yet complete and it came late to the South. In many respects both southerner and non-southerner look upon the South in terms of a dual agricultural economy -- plantation farming on the one hand and subsistence agriculture on the other. Especially since the late 1940's or early 1950's the revolution in southern agriculture has been underway, and it is continuing.

One of the most significant demographic changes occurring in the South is the very rapid decline of the rural-farm population. In 1960 only about 4.7 million people were living on farms in the region as compared with 12.4 in 1940. This means that the farm population of the Southeast declined by 62.1 percent in two decades, and in 1960 the farm population comprised only 12.8 percent of the total population. The farm population of the region declined by one-half during the

1950's; and it should be pointed out that the farm population has declined very rapidly in the period since 1960, along with other dramatic changes which have taken place since then

Thus, we see the great change in terms of the rapid decrease in the number of farms and the rapid increase in the size of these operational units. We see a movement from inefficiency, on the one hand, to increasing efficiency on the other. The inefficiency of the past is being replaced by research and a great educational program for the future.

Making a Living: Changing Industrial Mix and Occupational Structure. One of the most sensitive indexes of the total life and labor of a people in any geographic or regional area is the way in which they make a living. The South, for a number of decades, has been undergoing major shifts in this respect. Such changes may be viewed from many vantage points. One of these is to look at the shift from an almost total agricultural economy to one involved in manufacturing and hence to the increasing importance of the services.

The farm population and the number of farms involved in the southern economy have been rapidly declining. The nonfarm employment has been going up. There has been great stress placed upon increasing manufacturing and the manufacturing industries in the southern region. This is still important. In the interim, however, the service industries have been increasing very, very rapidly. Hence, as we look at the southern region in terms of the total economy of the nation, the South is still in a period of great industrial and occupational imbalance.

Time and Space and the Philosophy of "Catching Up". Few people anywhere have been so conscious of themselves as have southerners. The rank and file may be poor historians, but they are nevertheless so very, very conscious of their past. In a sense of fair play, perhaps, there is a picturesque cliche which goes something like this: The southerner wants for his children a "true" historical interpretation of American history, that is, from a southern point of view!

There is a continuing searching for the glories of the past which in reality never were for most of the people. For the vast majority of southerners the past as has been exemplified in novels and in romanticism never really existed. Life was manual and hard on back and limb for the most; and, for the few, it was both unrealistic and undisciplined.

The orientation has been to the past and toward looking within and has been interpreted in terms of "leave us alone" with our own problems and potentialities. This "leave us alone" philosophy gave rise to stagnation and cultural inbreeding.

In terms of the future, the so-called catching-up philosophy is a deadly one. As long as the catching-up philosophy is paramount, there can be no real attempt to break out and to fulfill the mission which is

the South's in terms of its resources and potentialities. There appears to be a philosophy among many, and perhaps most, southern leaders in high places and low places that attempts to capitalize on what has been labeled the catching-up philosophy. Such an orientation is seen in terms of schools, wages and salaries, and libraries.

Social Stratification -- Patterns of Change. A dual class structure, a stratification system based at the outset on race developed in the South. As we view this stratification system, it is imperative that we understand the fact that the white and the non-white population characterized the systems. The two stratification systems were different and based largely on race; therefore, the patterns of stratification at the outset, and continuing, exhibited this dual characteristic.

As we examine this pattern of stratification, we must recognize the duality of the systems to begin with; at least we must examine these as they have been exhibited for the last century. These patterns have been on an axis of equality-subordination, or on an axis of inclusion-exclusion. This pattern is changing, though it is changing ever so slowly.

For the white population, the major escalators for upward mobility have been education, occupation, and income. These avenues of climbing have been, to a considerable degree, unavailable to the nonwhite population.

The point is that the elements, or the factors, associated with upward mobility have been different in this dual system. The upward middle class movement in the white society has been associated with income, education, and occupation. On the other hand, the avenues, or factors, associated with upward mobility have been on a different basis for the nonwhite population.

The forces for change in this system, or really these systems, did not come from within. The forces, in fact, for change in this changing system came from without. The factors associated with climbing the socioeconomic ladder are still different for the white and for the nonwhite population in the southern region. And to a considerable degree the white and the nonwhite sectors of the economy in terms of employment are separate to this day. The secondary relationships have become outwardly acceptable. The primary relationships are not only as far apart as ever but perhaps further apart than ever before in southern history.

A Final Note. In the forward of a recent volume entitled The Advancing South the following statement was made and this serves as the final note of this excursion of the South in Transition: "During the decade of the nineteen sixties the American South has been undergoing rapid and fundamental changes. The old reliance on agriculture as the

economic base of the region has crumbled. New industries, new technologies, new research centers and innovations in education from kindergarten to graduate school have burgeoned. The nation-wide -- and indeed world-wide -- drift of people away from farms and into the cities have accelerated."

"What lies ahead for this growing, evolving, changing South?"

## Footnotes

[1]Wilbert E. Moore, "Social Change," Vol. 14, p. 365.

[2]Bollens, John C. and Henry J. Schmandt, The Metropolis (Second Edition), Harper and Row Publishers, New York, 1970, p. ix.

[3]Williams, Robin M., Jr., American Society (Third Edition), Alfred A. Knopf, New York, 1970, p. 626. See also: Copp, James H. (Editor), Our Changing Rural Society: Perspectives and Trends, Chapter 1, Robin M. Williams, Jr., "American Society in Transition: Trends and Emerging Developments in Social and Cultural Systems," Iowa State University Press, Ames, Iowa, 1964, pp. 3-38.

[4]Warren, Roland L., The Community in America, Rand McNally and Company, Chicago, 1963, p. 54.

[5]Rogers, Everett M., Social Change in Rural Society, Appleton-Century-Crofts, Inc., New York, 1960, pp. 3-20.

[6]Copp, James H. (Editor), Ibid. Olaf F. Larson and Everett M. Rogers, "Rural Society in Transition: The American Setting," Chapter 2, p. 42.

[7]Larson, Olaf F., "Rural Society," Vol. 13, pp. 580-588.

[8]Edited by Sheldon, Eleanor Bernert and Wilbert E. Moore, Russell Sage Foundation, New York, 1968.

[9]Maddox, James G., et al., The Advancing South: Manpower Prospects and Problems, Foreword by John E. Booth, p. v, The Twentieth Century Fund, New York, 1967.

# ORGANIZATION AND ADMINISTRATION OF VOCATIONAL EDUCATION FOR RURAL AREAS

Gordon Swanson*

## The Images of Rurality

As one addresses oneself to the topic of this paper, he is struck by the variety of images which have been used to interpret and to reconstruct rural life. The mention of rural life sometimes recalls the existence of natural virtue, a simple image of the peace and quiet of the country as against the rush, the noise and the filth of the city. Rural life has also been seen as the life of the past; of the writer's childhood or of his education, as in the following lines by Whittier:

> Still sits the schoolhouse by the road,
> A ragged beggar sleeping;
> Around it still the sumachs grow,
> And blackberry-vines are creeping.

Literature is filled with perspectives on a rural existence that has vanished or is vanishing. Here the image becomes confused with history so that many writers come to set dates, periods and historical formulations to the convenient habit of rural retrospect.

What is clear at once, or should be clear, is that this is not a simple difference in objective facts; it is a contrived system of viewing a contrast between the tradition of the rural past and a modern interpretation of reality. It has become almost a literary convention to assume that there once existed valid reasons for Rural America, but that these reasons have long since lost their validity.

Also clear are the misconceptions of more important reality. It was, for example, a productive and modernizing rural scene which became the base for the Industrial Revolution. Capitalism, which is now so often identified with industrial production, was first a rural phenomenon. The major achievement of industrialization, the growth in output per man, has always been greater in agriculture than in any other sector. Moreover, the category of individuals referred to in other countries as peasantry has never existed in America.

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As we look back over a 200 year history, what we're seeing is not the destruction of a romantic and timeless rural order, but the bitter disturbance of making a new order. Against this reality, it is easier to understand the wishful images of literary convention, including the effort to find more justification for the past than for the present.

The Myths of Urbanism

If one switches the scene from Rural to Urban, one finds some equally contrived conventions which I have called the "Myth of Urbanism".[1] Here one finds some equally distorting conventions. One is the fashionable tendency to focus attention on "urban crises", or the "problem of the cities", or the "crisis of urbanization", to accept without question that we as a nation are running out of space and that we are all becoming a part of a hemogeneous urban sprawl. The myth is enhanced by the Census Bureau's definition of urban: any organized settlement of more than 2500 people or any organized settlement in excess of about 650 families. The popular conception of urban can hardly be justified in any settlement of 650 families, or even in a settlement of 6500 families.

How about the large cities, those with populations which exceed one million? Actually there are only five of them, and their combined population of all of America's cities with more than 500,000 people the total would be only about 16% of our total population. This proportion of America's population, that is the proportion living in cities of over one-half million, has hardly increased at all in the last forty years. The most rapidly growing segment is the population living in cities of 10,000 to 50,000, a segment that has increased by 50% since 1920.

Are the facts hidden elsewhere? Could more descriptive information be found by examining population densities? Is it possible that urban places have become collections of urban jurisdictions jammed together in growing clusters? Again, the facts contradict our impressions. The accepted minimum measurement of urban environment is a population density of 1,000 persons per square mile.

As one looks at population, on a state basis, he is again impressed with the lack of population density. Twenty-three states have population densities of less than fifty persons per square mile and thirty-seven states have densities of less than 100 per square mile. As one scrutinizes the urban population of the United States, he is obviously concerned with the relatively small number residing in the eroding "inner city", but he is also impressed with a far greater number of urban dwellers who live on plots of land that are larger than the average farm in India, Japan, or Pakistan.

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[1]The Myth of Urbanism, Rural Education News, Volume 22, No. 1, March, 1970.

What is the size of rural America? What conceptions are held about its comparative importance? The facts are incredible and, for the most part, unrecognized. To say that thirty percent of America's population is rural, and that it has declined from a much higher figure, is to miss the significance of status while merely highlighting the importance of trends. Here, again, writers (including educators, rural sociologists, and politicians) have become so preoccupied with describing Rural America in terms of rural retrospect that they have failed to take account of the problems of the present.

The size of the rural population (according to the 1960 Census) is equal to the combined population of every city in the United States whose population exceeds 80,000 persons. Its size is equivalent to the total population of America's 160 largest cities. If America's urban population did not exist, the remaining rural population would be large enough to be classified as the world's eighth largest country. Only China, India, Russia, Japan, Indonesia, Pakistan and Brazil have total populations which exceed the total population of the United States. No country in Europe and only one in Latin America (Brazil) have total populations which exceed the rural population of the United States. The hypothetical case should be extended further: if America's urban population did not exist, its remaining urban population could be classified as an underdeveloped country. More than half of rural families have incomes below $3,000, about 2/3 have substandard housing, and in educational attainment rural adults lag by almost three years.

This is a grim picture, and it does not seem to be getting brighter. While the so-called urban crisis has developed organized and literate spokesmanship, the rural complexities have been regarded as problems that would go away by themselves, or would be self-limiting by trends in population growth and migration. Rural America has not acquired spokesmanship or representation that is adequate to the solution of problems found in rural areas.

## The Obvious and the Less Obvious Aspects of Rural Education

The most obvious feature found in rural areas is the existence of poverty. It is not likely to be accompanied by complaining or any other organized spokesmanship, but the general level of wealth is nevertheless likely to be very low. One finds very few substantial houses and the income-producing buildings are likely to be of the type of construction more geared to economy than to durability or efficiency. Most of the population is so near the subsistence level that there is little enthusiastic response to the opportunity to join organizations for providing voluntary services or even to join in programs of adult education.

Another obvious feature is the low level and low standard of public services as compared to that provided in urban areas. Medical services are of limited range and in short supply. Libraries are non-existent or limited, and stores are stocked with the simplest requirements. Schools are guided by prudence and economy; prudence requiring that the curriculum be mainly preparatory, and economy requiring that it be little else.

There are less obvious features of rural areas which need highlighting because they impinge on the success of organizing and implementing any kind of educational program. First, the school is viewed as an institution to facilitate social mobility by lateral, rather than vertical, movements. Success in school implies that one can and should move out of the community, as well as out of the school. The rural school ordinarily measures its success by its individual students who succeed elsewhere, preferably outside of the community, rather than by the way in which the school and its graduates contribute to the economic and social goals of the community in which it is located. Group goals are thus subsidiary to individual achievement. A similar situation prevails among the teachers in rural schools. Many of them suffer from a sense of grievance resulting from the lower levels of salary and status often associated with rural teaching. Their aspirations are not to move vertically to higher levels of satisfaction and reward in the rural community, but laterally to a larger school, preferably one in a metropolitan center.

Second, there remains a social ceiling to individual ambition in rural areas. There is a limit to the activity, the innovation and the wealth that is considered proper to display, and there are penalties for exceeding the limits. In rural areas, one cannot opt out of groups as he can in urban environments.

Third, there is a rapid decline of the entrepreneur in rural areas. The decline in the number of farmers is well known. The decline in non-farm entrepreneurs is less obvious. The number of jobs in rural areas have declined at the rate of 50,000 per year for the last decade. Most of the reduction in jobs has occurred by business failure among small businesses. The risks have included the inability to find trained workers and the inability to compete with businesses that have system-wide management services. Most of the successful businesses in rural communities are those which rely on management services which originate from sources external to the rural community.

## The Organization of Vocational Education in Rural Areas

The organization of vocational education in rural areas has ordinarily attempted to follow the typical model of the comprehensive high school, an institution intended to be more congenial to democratic traditions and values than the specialized high schools found in many other countries. In his writings on the American High School, Dr. James Conant said, "I admire the comprehensive high school in towns with one high school and see it as an instrument of democracy." He also added that, "the metropolitan areas of the country are almost without high schools that, in regard to the curriculum, are widely comprehensive in nature." Conant regarded the comprehensive high school as the "one truly distinctive feature of American secondary education." Textbook writers still quote Conant to support their preference for the comprehensive school and to urge its expansion as a system for achieving a differentiated curriculum, particularly one that includes vocational education.

If Conant were to rewrite his material, it would be necessary for him to conclude that the comprehensive school is no longer a distinctive feature of American secondary education. At the time that he wrote it, he had already concluded that high schools in metropolitan areas were not comprehensive in nature. Now he could conclude that high schools outside of metropolitan areas are not comprehensive either, and that comprehensive schools in rural areas have always been rare and unique. As a planning concept for vocational education, the comprehensive community high school is a defunct model in both the metropolitan and the rural areas of the country. In metropolitan areas the specialized high school has taken its place. In rural areas where there was little to replace, the schools are becoming less rather than more comprehensive.

Is it an overstatement to say that comprehensive high schools are becoming relics of a preferred but unrealistic past? Again, let's look at the facts.

In the urban areas of the North and East, the special purpose high school is more the rule than the exception. All of the New York City public senior high schools are officially classified as either academic or vocational. Of the 60 academic high schools, four use qualifying examinations for admission. There are 29 vocational high schools. Five use qualifying examinations for admission and an additional 22 use examinations for admission to certain curricula.

Boston's high schools are similarly classified as either general or vocational, and there are entrance examinations required for admission to some of both types. Rhode Island divides its high schools along the general and vocational lines.

Seven of the 14 high schools in Buffalo are referred to as academic or general. In addition, there are six vocational schools and one technical school.

Of the 22 public high schools in the city of Philadelphia, two offer only college preparatory programs. There are four technical high schools including one high school of agriculture and horticulture. The remaining 16 high schools are referred to as neighborhood or comprehensive schools.

Many of the metropolitan areas of the Great Lakes Region have special purpose high schools. Chicago has two technical high schools, nine vocational high schools and 44 general high schools. About 10 percent of the Chicago high school enrollment attends the vocational schools and about 5 percent attends the two technical schools.

All of the larger cities in Ohio have special purpose secondary schools. Several of the 25 high schools in Detroit are special purpose high schools. Both Minneapolis and St. Paul have special purpose vocational high schools.

In the cities of the North and the East there is a growing interest in special purpose high schools, both college preparatory and vocational. In the South and in the West there is still a strong attachment to the comprehensive ideal, but it is weakening rapidly. One of the reasons for the weakening is the rapid growth of Area Vocational and Technical Schools. These schools began in 1958. In 1962 the President's Panel of Consultants reported that provisions for vocational and technical education in rural areas and in small cities were extremely inadequate. The response, through the Vocational Act of 1963, was to further encourage the creation of Area Vocational Schools. The number of such schools has grown at the rate of about 150 per year. Presently there are about 1500 in the country. Although many of them attempt to achieve comprehensiveness, all of them are essentially specialized high schools. The intent of the Area Vocational and Technical Schools is not to supplant the comprehensive character of other schools in the area; their immediate effect has been to reveal the lack of vocational comprehensiveness may now exist in the small cities and villages.

How have Area Vocational and Techical Schools served rural students? Not very well, according to Amberson[2], who reported in 1968 that only 9 percent of their enrollment was from small schools and villages. The Area School concept has added momentum to the demise of the idealistic notion that all secondary schools in the United States can be comprehensive, but it has added little to the comprehensive nature of education accessible to rural students.

## The Administrative Problems of Vocational Education in Rural Areas

The administrative problems associated with providing vocational education to rural students are extremely complex. The state responsibility for education has ordinarily been interpreted as a responsibility which could be delegated to local administrative units of varying sizes and varying occupational makeup. The local administrative unit has attempted to accept the responsibility to establish an educational program to implement the purposes of education and to be responsive to a local electorate whose locally levied taxes provided the bulk of the financing for the educational enterprise. The local electorate has always tended to be more responsive to interpretations of demand-supply relationships as they apply locally. They are quite willing to support college preparatory programs which allow younger generations to leave the community for additional education. They are less willing to support vocational education programs to prepare young people to accept jobs outside of the community with no apparent local benefit.

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[2]Amberson, Max L., "Variables and Situational Factors Associated with High School Vocational Education Programs," Doctor's Thesis, Ohio State University, Columbus, 1968, 185 pp.

Rural communities have been quite willing to give generous support to studies in agriculture, homemaking, and to the business and office occupations. Offerings in other occupations are not found with great frequency. Systems of state support providing for program reimbursement on a matching basis or budget approval and submission have not been sufficient to expand the range of vocational offerings in rural areas.

A promising arrangement has been the development of intra-state regional combinations of schools organized, especially for extending the range of vocational offerings. In a sense, this is a type of school consolidation undertaken to provide those instructional services which none of the member schools could provide individually. Students attend their neighborhood school for general subjects, and they commute to a central school for vocational subjects.

There are many difficulties in this arrangement. First, it is necessary to develop a statewide system of such auxiliary units to make such services available to all rural schools in the state. Second, it is difficult to organize for commuting convenience to all rural schools. Third, the arrangement tends to establish irreversability in the pattern of the dual system, one comprehensive and the other schools relieved of such obligations. Its social cost would be a reinterpretation of the purposes of education, with its dual purposes continuing to fail in making vocational education sufficiently accessible to rural students.

## Conclusion

The popular image of rural America is often discussed in the past tense. It is discussed as though it were a problem of the past, or a problem that may be solved by current population trends rather than by current rural reality.

Although declining, the American rural population is still enormous. It ranks as the world's eighth largest country, and the world's fifth largest underdeveloped country. The obvious characteristics of Rural America are its poverty and its low level of public services. Its problems are obscured by a fashionable focus on a so-called "urban crisis", while antecedent problems of greater severity go untended in Rural America.

Rural America has attempted to provide vocational and technical education through adherence to a system of comprehensive schools. Meanwhile, the metropolitan centers and the medium-sized cities of the country have begun to abandon the comprehensive ideal in favor of a school that focuses in a specialized way on vocational education to satisfy its need for comprehensiveness.

Various arrangements invoking regional services, intermediate units and timesharing arrangements have been devised to provide more adequately for the vocational education needs of rural areas. Most involve compromises which will satisfy some rural students, but none of these arrangements can make vocational and technical education accessible to all rural students.

The rural educational structure has demonstrated its capability for making minor adjustments, but it has not demonstrated its ability to perform a total educational task. In 1960 there were 19 million rural adults who had not completed high school, 3.1 million who had completed less than five years of elementary school and 700,000 who had never been enrolled for a single day. This is the uncompleted educational task. The retraining and upgrading of the 20 million person rural work force at the minimal rate of 5 percent per year would bring an annual influx of one million persons into the rural educational system. This is the educational task of maintenance. The expansion of the ordinary vocational offerings into the rural educational structure would involve an additional two million students in vocational and technical education. This is the ordinary and recurring educational task.

The rural educational structure does not have the institutional, the instructional, nor the administrative or policy capacity to meet this educational requirement. Mobilization of effort at the state levels may help, but it will not be sufficient. Vocational and technical education in rural areas is likely to be a lost cause unless there is state and locally-supported federal action to achieve equality of educational opportunity.

# CURRENT STATE OF VOCATIONAL EDUCATION IN RURAL AREAS

Roy W. Dugger*

## Major Premise

Rural America is too often thought of as remote America. It is not. Rural America is really in the heartland of change: it does, as a matter of fact, receive the fullest impact of our technological advances and developments and is under constant bombardment of both our automatic labor saving machines and highly computerized managerial techniques. Rural America, therefore, cannot be the recipient of urban hand-me-down data: it must be the compiler of data, designer of its operations, evaluator of its way of life, and initiator of its newer roles in the sea of changing factors that relate to this Nation.

## A Brief Review of Vocational Education in Agriculture and Home Economics.

In the 1860's, the self-dependent farm family lived close to the land, and developed a versatility that made it legendary. The family became the fundamental economic unit of the agrarian community and it perpetuated itself only as well as it taught itself to cope with the challenges of yield and marketing. Each lived by his own efforts.

For the most part, America resisted early attempts to put her Government into education. Even though Henry Barnard in 1837 attempted to get the Federal government to establish a department of education, it was not until 1867 that President Johnson was able to sign such a measure and in 1869 the Bureau of Education was established within the Department of the Interior. In 1862 Congress did pass the Morrill Act after it had been in the legislative mills as early as 1857 when President Buchanan vetoed it. By 1887 Congress passed the Hatch Experiment Station Act to finance agricultural experiment stations in connection with the Morrill land-grant colleges. But it was only in 1914 that Congress finally appointed a Commission on National Aid to Vocational Education to study problems associated with training and preparing agricultural and industrial teachers. Also significant for those interested in vocational education was the passage of the Smith-Lever Act in 1914, since it provided for federal grants to the states for "diffusing among the people of the United States useful and practical information on subjects

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relating to agriculture and home economics and to encourage application of the same." This movement was further strengthened in 1917 when Congress enacted the Smith-Hughes Act and so cooperated with the states "in paying the salaries of teachers, supervisors, and directors of agricultural subjects, and of teachers of industrial subjects, and in preparation of teachers of agriculture, trade and industrial, and home economics subjects."

The procession of these well known facts serves one important function for us today. Though reluctant to participate in education, Congress, once it acted, saw tangible results -- the output per farm worker increased twice on a national average in every five-year period.

The earlier programs worked with the rural farm family and by whatever means it took -- demonstration methods and pursuasive arguments by county organizations and clubs or by direct contact with each farm holder. The agricultural agencies were able to relate the products of research to the farms.

Today the descriptive titles of those engaged in the task of educating the rural communities may be the same, but the task and the team have changed significantly. No single body of knowledge serves the farm exclusively: no single technology satisfies its demands. Vocational Education in rural areas has become one of the most complicated areas of activities.

First, we must admit that the rural farm community is far from being isolated. As farm-to-market roads crisscross it, physically, so does the socio-political economics of our Nation. Farming today is a contractual arrangement. The farmer must draw from a specialized labor market and sooner or later deal with labor union and labor practices.

He must depend on trained workers to operate and maintain his machinery, to feed livestock and handle his special program--from irrigation to refrigeration. At Texas State Technical Institute we offer over 14 courses that tie directly to rural vocation education.

We find this list does not cover all of what rural agri-economics demands. But faced with the high cost of training and the uneven distribution of the population, training programs must become more mobile.

Finally, the current state of vocational education in rural areas must address itself towards the need for attitude changes to cope with technological developments. The farm worker is a much more sophisticated person today than he was 15 years ago. He may be a son of the soil or a fugitive from urban unrest, but he is very much a 20th century man who has seen machines scratch the face of the moon and put rivers into new beds. He has seen the computer sort his seed and plan his groves, his herd, his market and his diversification. He has seen man work on the bottom of the sea and turn the salt ocean into fresh water. He has seen fish farmed and new tastes added to old fruits. He has seen all this and he knows all cannot be done by the hand alone.

He is now demanding to be trained. We must put new techniques within his grasp. He demands the right to be able to earn a good living on and off the farm. Agriculture is now a $100 billion industry that employs up to 35 percent of our Nation's labor force in over 500 different job classifications. The rural areas of our land are not isolated, but are vibrant nerve centers in our economic developments. New programs must be devised to give agriculture what it needs to develop further: and the task cannot be done by those who see the rural community as a simple one-crop stable economy.

# A REVIEW AND SYNTHESIS OF RESEARCH ON VOCATIONAL EDUCATION IN RURAL AREAS

B. Eugene Griessman*
Kenneth G. Densley

This two-part document was published in December, 1969 as VT Research Series No. 50, ERIC Clearinghouse on Rural Education and Small Schools, New Mexico State University, Las Cruces, New Mexico.

Part I - A Sociologist's Perspective of Vocational Education Needs in Rural America by B. E. Griessman

Part II - Vocational Education in Rural America: An Educator's Perspective by K. G. Densley

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FIRST ANNUAL REPORT
of the
NATIONAL ADVISORY COUNCIL
ON VOCATIONAL EDUCATION*

The violence that wracks our cities has its roots in unemployment and unequal opportunity. Those who have no jobs in an affluent community lash out in anger and frustration. Young men and women who cannot qualify for decent jobs distrust the society which reared them. Dissidents speak with the voice of rebellion; campus and inner-city revolt reaches into our schools. Our Nation seethes.

Racial unrest, violence and the unemployment of youth have their roots in inadequate education. Each year the ranks of the school drop-outs increase by three-quarters of a million young men and women. They enter the job market without the skills and attitudes employers require. They and the millions of others who are underemployed--among these the students who are graduates of our high schools but who are inadequately prepared for anything--are tragic evidence of the present inadequacy of our educational system.

The failure of our schools to educate to the level of adequate employability nearly 25% of the young men and women who turn 18 each year is a waste of money, as well as of human resources. The Nation supports a galaxy of remedial programs, some of which have cost as much as $12,000 for every man or woman placed on a job. Those who remain unemployed may cost us $4000 or more per year in welfare support for themselves and their children, who will repeat the dreary, costly cycle.

The costs, the blighted lives, the discontent, the violence, and the threat of revolution, are needless. Schools can prepare young people to realize their potential. Each city in the country succeeds every year with some of its students, in even the most depressed parts of the city. Why is success not universal? Why is the failure rate so high?

The reasons are attitude, program and money.

Attitude

At the very heart of our problem is a national attitude that says vocational education is designed for somebody else'children. This attitude is shared by businessmen, labor leaders, administrators, teachers, parents, students. We are all guilty. We have promoted the idea that the only good education is an education capped by four years of college. This idea, transmitted by our values, our aspirations and our silent support, is snobbish, undemocratic, and a revelation of why schools fail so many students.

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*Summarized by Dr. Jack Michie who served as a member of the National Advisory Council. At the time Institute III was conducted he was Executive Secretary to the Alabama Vocational Advisory Council on Vocational Education.

The attitude infects the Federal government, which invests $14 in the Nation's universities for every $1 it invests in the Nation's vocational education programs. It infects State governments, which invest far more in universities and colleges than they do for support of skill training for those whose initial preparation for the world of work precedes high school graduation. It infects school districts, which concentrate on college preparatory and general programs in reckless disregard of the fact that for 60 percent of our young people high school is still the only transition to the world of work. It infects students, who make inappropriate choices because they are victims of the national yearning for educational prestige.

The attitude must change. The number of jobs which the unskilled can fill is declining rapidly. The number requiring a liberal arts college education, while growing, is increasing far less rapidly than the number demanding a technical skill. In the 1980's it will still be true that fewer than 20 percent of our job opportunities will require a four-year college degree. In America every child must be educated to his highest potential, and the height of the potential is not measured by the color of the collar. Plumbers, carpenters and electricians make more than many school superintendents and college presidents; only the arrogant will allow themselves to feel that one is more worthy than the other.

We recommend that the Federal government immediately exercise its leadership and allocate more of its funds to cure our country of our national sin of intellectual snobbery.

Program

Within high schools the student should have multiple choices. A separate vocational school or a distinct vocational track should be exceptions, not rules, in a technical and changing society. Communication and computation skills become relevant in a context that relates them to an employment objective. All students must be allowed to move in to and out of vocational-technical programs and to select mixtures of vocational-technical and academic courses. Students should be released from school to acquire employment experience, and should then be taken back for further education. Students should be able to go to school the year around. It is inconceivable that we plan to continue to let our school plant lie idle three months of the year. Rural schools must give their students opportunities to train for urban jobs, since many of them are bound for the city.

Those who do not acquire a job skill before leaving the 12th grade must have access to a full range of post-high school programs to train them for employment at their highest potential. Vocational and technical programs should be readily available to most adults through adult high schools and community colleges. The rapidity with which Americans will change jobs in their lifetimes must be matched by the variety and accessibility of training programs through which new skills and subject matter can be learned at any age in every locality.

Changes in the elementary curriculum are also needed. Exploration of the world of work should begin early. Respect for work and pride of workmanship are essential in a trillion-dollar economy. Direct job-related instruction, starting in the upper elementary grades, should be made available for some pupils.

We recommend that substantial Federal funds be allocated to support curriculum development, teacher training, and pilot programs in vocational education. No Federal investment will bring a higher return. We challenge State and local governments to throw off old habits and take a hard, fresh look at what they are doing in vocational education. We urge the public to watch carefully, and to demand and support the innovations that work.

Money

For society, as a whole, educating youth for employment costs less than educating them for the college they will never reach and providing remedial training thereafter. In the budget of a particular school district, however, to prepare a student for a job costs more than to prepare him for college. Classes usually must be smaller; equipment and facilities are more expensive; a good job placement service is more costly than a good college enrollment service. The added cost of vocational education is a reason--or an excuse--explaining why most school districts have shirked the duty to provide it adequately.

We do not condone the misallocation by local districts of their resources. But we recognize the real pressures from teachers for salaries that at least keep pace with inflation and from taxpayers whose property tax rates have mounted rapidly. We believe that the reform of American schools the Nation so desperately needs will not come about if the Federal government continues to invest nearly $4 in remedial manpower programs for each $1 it invests in preventive vocational programs. If the Federal government will substantially support the additional initial cost of educating youth for employment, we believe that the financial, personal and social costs of unemployment can be dramatically reduced.

The 1968 Vocational Amendments create a statutory framework under which substantial Federal appropriations can be directed toward the prevention of further increases in the ranks of the unemployed and underemployed. Congress has given us the blueprint. Now we must furnish the materials with which to build the structure the American people expect and demand.

SECOND REPORT
of the
NATIONAL ADVISORY COUNCIL
ON VOCATIONAL EDUCATION*

In its First Report the Council pointed out that vocational education in the United States suffers from a national preoccupation that everyone must go to college. Government at all levels--school administrators, teachers, parents and students--are all guilty of the attitude that vocational education is designed for somebody else's children. What is needed, we urged, is a new respect for vocational and technical education as career preparation at all levels.

In the four months that have passed since we issued our First Report, the Council has considered the Federal approach to funding, the Office of Education's organization and role, and present and proposed manpower policies and legislation. In light of these considerations, this report recommends fundamental policy changes for the Federal government in these areas. If these policies are adopted they will provide Federal support for the objective that education become as relevant for those American citizens who do not graduate from the universities as for those who do.

Our recommendations are based on four concerns:

1. A concern for persons who are flowing into the pool of unemployed as strong as our concern for those already among the unemployed and underemployed.

Last year the Federal government allocated $1.6 billion in support of recruiting, counseling, educating, training, and job placement efforts for approximately one million men and women who suffered under economic, educational, or physical handicaps. But as of last October, Labor Department statistics show that the unemployment rate in our poverty neighborhoods had shown no over-the-year improvement.

In an average year, 700,000 young men and women drop out of the nation's schools before graduating. Some of these drop-outs find jobs, but many of them flow into the pool of unemployed, lacking the skills and preparation which would make them employable. To reduce this flow, in fiscal year 1968 the Federal government spent $65 million for part-time jobs designed to keep youths in school and provided some portion--$10 million would be a generous estimate--of a total vocational education expenditure of $262 million, for the career training of the disadvantaged.

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*Summarized by Dr. Jack Michie who served as a member of the National Advisory Council. At the time Institute III was conducted he was Executive Secretary to the Alabama Vocational Advisory Council on Vocational Education.

The allocation of far more Federal dollars to the problem of the pool than to the problem of the flow is wasteful and inefficient. This nation will never reduce its pool of unemployed until the Federal government gives as much attention to reducing the flow as it gives to trying to reduce the pool.

2. A concern for directing the disadvantaged into the mainstream of vocational and technical education as career preparation, rather than into separate programs.

Federal legislation now encourages the development of separate programs for the disadvantaged. Such programs say to the disadvantaged that they are second-class citizens who cannot make it in the mainstream. Such programs appear to shut the door to career advancement. What the disadvantaged want and need is access to vocational and technical programs for career preparation in the mainstream. Counseling, tutoring and other support and assistance are essential, but separateness destroys dignity.

3. A concern that Federal funds be used primarily to cover the additional costs of vocational and technical education as career preparation as distinguished from the total costs of such education.

A principal reason local school districts have been slow to make vocational education programs available to all who want them is that the initial costs of vocational education are higher than for college preparatory programs. The efficient way to use the Federal dollar to encourage vocational and technical education as career preparation is for the Federal government to pay all or a substantial part of these extra costs. For example, an appropriate vocational program might cost the Federal government $1500-$3000 if the student enrolls in a separate, fully Federally-supported program, but a fraction of that amount would be needed if the Federal government paid only the extra cost of a vocational program for that student in a mainstream secondary or post-secondary school.

4. A concern for coordination of vocational education as well as manpower programs.

The inefficiency of the present uncoordinated and overlapping vocational education and manpower programs is widely recognized, and solutions have been proposed to the Congress. These proposals bring some order to manpower training, but fall far short of what is needed. They will fail in practice to make use of mainstream, secondary and post-secondary vocational and technical career development programs, and they will create in many communities a dual system of public education.

These concerns lead us to one fundamental policy: The Federal government should invest at least as much money in reducing the flow of untrained youth as it invests in reducing the pool of unemployed, and most of the Federal investment should be concentrated in paying the additional cost of vocational and technical programs of career preparation (as compared with programs which prepare for further education) in high schools and post-secondary institutions.

To carry out this policy, the Federal government should take the following three actions now:

1. Require that communities develop coordinated plans for reducing both the flow of untrained youth and the pool of unemployed adults.

Legislation presently proposed by the Administration would establish in every community a prime sponsor, normally the mayor, who is to plan and administer Federal support for all manpower training within the community. In the Council's opinion such local planning, so directed, limited only to manpower, will further direct attention and money to the problem of the pool and away from the problem of the flow. It does not make sense to plan how to find jobs for the unemployed without also planning to prevent additional numbers of young people from flowing into the ranks of the unemployed.

The Council recommends:

First, that local communities be required and enabled to plan both to reduce the flow of untrained youth and to reduce the pool of unemployed.

Second, that the local plan employ, to the maximum, existing mainstream institutions and programs.

Third, that the local authority which prepares the plan and administers Federal support for the plan include not only the mayor, but also the superintendent of schools and the head of the appropriate post-secondary career development institution.

Fourth, that the local body which prepares the plan should include both professional and non-professional representatives of the local community.

Fifth, that the Federal funds which are subject to the plan include not only manpower training funds, but also vocational education and related training funds earmarked for the disadvantaged.

Sixth, that the language of the Vocational Education Amendments of 1968, earmarking funds for the disadvantaged, be amended to eliminate the implication that programs for the disadvantaged must be separate programs.

Seventh, that Education be given an equal voice with Labor at state and Federal levels in supervising the formation and administration of the plan.

2. Focus Federal support for community colleges and other two-year post-secondary institutions on vocational and technical programs as career preparation.

Legislation proposed in the Senate extends general Federal aid to community colleges. Such general aid would do little to overcome our national preoccupation with general liberal arts education.

Federal funds should instead be the catalyst encouraging comprehensive community colleges and post-secondary institutions to expand and strengthen their vocational-technical career offerings. The same principle--that the Federal government pay the extra cost of a vocational program--should apply to post-secondary as well as to secondary education.

3. Overhaul the Federal administrative organization to permit the Federal government to exercise leadership in vocational education as well as in manpower training.

There is a reason why the Federal government is more effective in responding to the crisis of the pool. That reason is that the Assistant Secretary of Labor for Manpower is two doors removed from the President, while the Associate Commissioner for Adult, Vocational and Library Programs is five doors removed from the President. There is no more dramatic example in the Federal government of how national objectives are obstructed by a badly designed administrative organization.

We favor a separate Department of Education, for only in that way will Education speak in concert with labor to meet the critical needs of the country for vocational and technical education as career preparation. Until that organization is achieved, we recommend that the position responsible for vocational education in the Office of Education parallel as nearly as possible the position responsible for manpower training in the Department of Labor.

## A GUIDE TO INNOVATION IN EDUCATION

Ronald G. Havelock

This paper is part of a forthcoming monograph being published by the Center for Research on Utilization of Scientific Knowledge, Institute for Social Research, the University of Michigan, Ann Arbor, Michigan, which deals with processes of planned and orderly change in education. When the final version is completed, copies will be made available to participants in the Institute. Thus, each participant should be able to compare his own experiences to the concepts proposed for the role of the change agent by Dr. Havelock.

This presentation was made available on tape and was summarized by Dr. Everett D. Edington, Director, ERIC Clearinghouse on Rural Education and Small Schools, New Mexico State University, Las Cruces, New Mexico. He attended the Institute as a participant.

## COORDINATION OF SUPPORTIVE SERVICES FOR VOCATIONAL EDUCATION: A SUMMARY REPORT OF NATIONAL RURAL VOCATIONAL EDUCATION INSTITUTE I

Denver B. Hutson*

The proceedings of Institute I will be made available through the ERIC Clearinghouse for Vocational-Technical Education, Ohio State University, Columbus, Ohio.

## PLANNING ANNUAL AND LONG RANGE PROGRAMS OF VOCATIONAL EDUCATION: A SUMMARY REPORT OF NATIONAL RURAL VOCATIONAL EDUCATION INSTITUTE II

Edwin L. Kurth**

The proceedings of Institute II will be made available through the ERIC Clearinghouse for Vocational-Technical Education, Ohio State University, Columbus, Ohio.

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**Dr. Edwin L. Kurth was Associate Professor of Vocational Technical and Adult Education, University of Florida, Gainesville, Florida and served as Director of Institute II which was held at the University of Florida, February 2-13, 1970. He is now Professor of Technical Education in the Department of Vocational and Adult Education at Auburn University, Auburn, Alabama.

## CHAPTER III

## EVALUATION

### Evaluative Procedures

In addition to the evaluation reported here the Center for Occupational Education at North Carolina State University has conducted a more extensive evaluation of the entire multiple institute program. The findings of this evaluation are contained in the final report of the National Inservice Training Multiple Institutes for Vocational and Related Personnel in Rural Areas. A summary evaluation statement prepared by the Multiple Institutes Director is included in Appendix H.

The evaluation described here was designed to determine the extent to which the Institute III objectives were achieved. Two measures were employed to establish the extent to which the program was effective in bringing about behavioral changes in participants. These were the Formative Evaluation Measure which is included in Appendix I as (Form 3, Participant Evaluation of the Institute) and the Statement of Intent which is included in Appendix H.

### The Evaluative Results

The Formative Evaluation Measure (Form 3) provided an index of the participants' impression of the program. The instrument contained twenty-four items for response on a five-point rating scale. The strongest rating for positive statements was 5 for "Strongly Agree" down to 1 for "Strongly Disagree". Intermediate rankings were possible, namely, 4 "Agree", 3 "Undecided" and 2 "Disagree". Four items required yes or no or uncertain responses, and seven were open-end replies.

Related items were grouped into factors for analysis of response as follows:

Factor I - "Quality of Content," Items related to this factor were 5,6, 7, 8, 9, 10, 11, 17, 19, 20, 21, 22, and 23.

Responses to items included in Factor I indicated a mean rating of 3.81 on the five-point scale. This indicated that the content was appropriate and that participants perceived they had gained new knowledge and spent their time well.

Factor II - "Schedule Flexibility and Free-Time," Items 14 and 24.

Schedule flexibility and free-time which were grouped under Factor II was rated at 3.55 which implied that adequate time was permitted for informal conversation and participant reaction.

Factor III- "Group Participation and Cohesion," Items 12, 15, and 16.

Factor III included measures of group participation and cohesion and was ranked 4.49 suggesting strong agreement that participants had the opportunity to express their ideas, worked well together, and really felt a part of the group.

Factor IV - "Purpose and Objectives," Items 1, 2, 3, 4, 13, and 18.

A mean rating of 3.73 on items related to Factor IV indicated that the objectives were clear, realistic, accepted by the participants, and that the institute met the trainee expectations.

Analysis of items numbered 1-24 revealed that a positive response was obtained in these measures of participant evaluation. In each of these items the rating was grouped within one standard deviation of the mean revealing a strong and positively favorable participant reaction toward program organization and achievement.

Factor V - "Plans to Modify Present or Future Work as a Result of the Institute," Item 25.

Analysis of Factor V provided some insight into the willingness of participants to modify their present or future work as a result of having attended Institute III. In reply to this question, 85 percent of the respondents indicated plans to modify their work, 12 percent reported in the negative, and two percent were undecided.

Participants who responded affirmatively were requested to briefly state the nature of modifications planned and the activities to be affected as a result of their attendance. Most frequently mentioned was an attitudinal change toward greater commitment to effect beneficial improvements in vocational education in rural areas. There was a significant interest in establishing cluster occupational education through the interdisciplinary approach. Equally important were considerations for developing comprehensive and articulated programs of vocational counseling and occupational education beginning in kindergarten and extending into the post-secondary level. Intentions to establish and improve programs for handicapped and disadvantaged students were numerous as were plans to adjust curricula to meet the vocational needs of students. Extended use was indicated for cooperative vocational education programs, utilization of community resources, and laboratory facilities. Adult education and post-secondary programs were considered for revision by selected participants. Other activities proposed were coordination of vocational education, improved communications, input of proceedings into other workshops or institutes, increased use of vocational research, and improved public relations programs.

Each participant was asked to develop a statement of intent and a general plan for a project, program, or service to initiate as a result of participation in Institute III. These statements served as a basis for a follow-up study made by the Multiple Institute Staff to determine the degree of success met by participants in effecting these planned changes in vocational education in rural areas. Participants were also requested to present a copy of their statement to their State Director of Vocational Education for his information.

Space does not permit the printing of all of the statements of intent, but representative selections from each of the respective work groups were presented in summary fashion in Appendix H.

Factor VI - "Contacts With Consultants or Other Participants for the Exchange of Information," Item 26.

A measure of Factor VI was available through Item 26 which provided an indication of personal contact established with the institute consultants or other participants for the exchange of professional information. Responding affirmatively to this question were 85 percent of the participants who indicated that meaningful professional contact had been established. Thirteen percent of the respondents gave negative replies and one percent of them remained undecided.

One of the extremely beneficial aspects of nationally constituted institutes is the development of professional contacts for the exchange of ideas and materials in vocational education. A summary of participant response to plans for continuing means of exchanging revealed the following types of contacts:

1. The most frequently reported contact was the exchange of curricular design and vocational program development from kindergarten through post-secondary education. Also mentioned were programs for the disadvantaged and adult education. Innovative ideas and means of implementation of programs to meet the vocational needs of students were frequently indicated along with information on cooperative vocational education programs.

2. Curricular materials and instructional aids ranked next to vocational program design when classifying information to be exchanged.

3. There was a strong demand for the institute staff to supply the participants with copies of the models developed in the work groups. An exchange of information was also indicated concerning techniques of implementing the models developed.

4. Also mentioned were plans for personal correspondence, future association at professional meetings, and identification of resource persons in vocational education.

Factor VII - "Institute Strengths," Item 28.

An analysis of Factor VII, "Institute Strengths" revealed the general comments made by the participants. The major strength indicated was the opportunity to exchange ideas with persons representing vocational education at all levels of responsibility throughout the United States. A cooperative attitude permitted interraction in the discussion groups. A significant number of participants complemented the institute staff for effective organization, and efficient operation of the program. Additional comments were directed to a congenial atmosphere, ideal springtime weather, and the opportunity to see the South in full bloom. The major presentations were credited with stimulating thought and provoking participant reaction.

Factor VIII - "Institute Weaknesses," Item 29.

Institute weaknesses were summarized under Factor VIII. Chief criticisms were directed to the use of taped presentations instead of personal appearances and lack of coordination among major presentations. Ironically, a major strength that multiple disciplines and nationwide representation provided maximum professional contact may have also been a major weakness. This contributed to the inability of the institute to develop specific programs which were desired by selected participants. Negative comments were also made in reference to group reporting procedures and time lapse in receiving final reports.

Factor IX - "Suggested Improvements," Item 30 and 31.

Suggested improvements formed the basis for Factor IX. Primarily noted were recommendations to correct the major weaknesses previously mentioned. Major presentations should be more effectively coordinated and personal appearances would be preferred. A significantly large number of participants suggested that more time should have been allotted the work group discussions A frequently mentioned change was a desire for regionally scheduled programs of this nature with the added possibility of discussion among persons of special interest groups or vocational services. A limited number of responses indicated a desire for social activities, night programs, tours of local school facilities, and a chance to observe the surrounding countryside.

Factor X - "Willingness to Attend Another Similar Institute or to Recommend Other Persons," Items 32 and 33.

A general reaction to the success of Institute III was revealed through analysis of Factor X which provided an index of participant willingness to attend another such institute or to recommend the program to other persons. Eighty-two percent of the respondents indicated they would attend again if the opportunity were presented, seven percent gave negative replies, and 11 percent were undecided. It was reported by 87 percent of the respondents that they would recommend others attend such a program, four percent would not do so, and nine percent were undecided.

CHAPTER IV

# REPORTS, CONCLUSIONS, AND RECOMMENDATIONS

## Reports of Work Groups

One of the major objectives of Institute III was the development of concepts or models which could be implemented in rural areas to satisfy the occupational education requirements of Public Law 90-576. A strategy was developed to devise solutions to the problems of vocational education in rural areas. Work groups were organized for the study of population age groups beginning in the kindergarten, including the comprehensive secondary, isolated secondary, post-secondary, and extending into vocational adult education programs. A work group was also organized for the development of rehabilitation services for the disadvantaged and handicapped in the rural environment. A listing of work groups and discussion leaders is included in Appendix G.

Each work group was requested to include in its proposed model these elements: (1) Program design or description; (2) Objectives, specified in terms of student performance as a result of participation in the program; (3) Administrative, supervisory, and staffing patterns; (4) Instructional program including curriculum, vocational guidance, and cooperative vocational education programs; (5) Human, physical, and financial resources for implementation.

A suggested developmental format is provided in Appendix F. Reports were presented in the format except in cases where program models did not coincide with this outline.

1. Kindergarten Through Eighth Grade (Work Group #1)

   a. Description

      It was recommended that career education begin as early as possible in the formal preparation of youth for the society in which they must compete for livelihood. Orientation to the world of work is an essential element in adjustment to a society based upon free enterprise. This committee proposed to include career development as an integral element in elementary education beginning in kindergarten and going through grade six. Exploratory experiences should be offered as separate classes in grades seven and eight.

b. Objectives

(1) Contributions to Personal Development

(a) Develop a positive concept of self or to view himself as a worthwhile person
(b) Should be motivated to accept his limitations which cannot be changed and develop ways to make the best of those limitations which can be changed
(c) Grow in ability to understand that all people are different and should be accepted for their own abilities, likes, dislikes, color, race, religion and environments
(d) Recognizes his own special talents, problems, interests and develop skills to cope with these areas in his life
(e) Grow in development of independence but yet be anxious to secure guidance in a decision-making process
(f) Develop understanding that making a vocational choice is a long process that takes a long period of time and is best determined by individual's knowledge of one's self concept, of his abilities, aptitudes, attitudes, interests and achievements
(g) Evaluates own abilities and characteristics with respect to responsibility and task
(h) Gains satisfaction and feeling of success from his participation
(i) Recognizes his abilities, achievements and limitations and his opportunities for further learning
(j) Observes self in various activities and appraises his success
(k) Recognizes need for respect and esteem for others
(l) Ability to work in a group as participant or leader

(2) Contributions to Community Development

(a) Considers the values to society of work roles in relation to his wish to be helpful to others
(b) Values work not done for what it affords in consumption of goods and services, but for intrinsic meaning it makes possible for him
(c) Obtains information about the way an occupation might affect his community and family life, his residential or geographic mobility, his type and amount of leisure time activities
(d) Recognizes and understands the source of the goods and services that are utilized in the community

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*Sources of Selected Objectives

Turner, Delma. "A Brief Guide and Bibliography for the Study of Vocational Education and Guidance for the Elementary Schools," State Department of Education, Little Rock, Arkansas

Swain, Emeliza. "Goals for Guidance and Career Exploration," Appended to a Paper Presented to a Conference in Cobb County, Georgia

Eaddy, Vanik S. (Editor) "A Suggested Vocational Education Program for the Middle School," A Class Project of Auburn University Graduate Students, August, 1969.

(3) Performing Ability of Graduates

(a) Select school activities in keeping with his interests
(b) Selects educational goals in keeping with his abilities and achievements
(c) Willingness to explore other areas in which he could perhaps develop new interests or abilities

(4) Attitudinal Change of Students

(a) Seeks new ways to learn
(b) Evaluates the relevance of his aptitudes and abilities
(c) Views work as a principal instrument for coping with and changing man's environment
(d) Develop pride in workmanship
(e) To develop an appreciation for the dignity of work

c. Administration, Supervision, and Staffing Patterns

(1) Administrative Organization (See Figure 1)

(2) Supervisory Activities

Qualified personnel should be available to help plan, to give direction, to coordinate and to counsel with teachers, individual pupils and groups of pupils in relation to educational plans, occupational possibilities, and personal problems.

(3) Staffing Patterns

Guidance Specialists at a ratio of one per ten teachers should be available to help students assess their interests, abilities, needs and desires as they plan for the future.

A sufficient number of teacher aides should be provided to assist with the preparation of occupational exploration materials as well as assisting with other duties necessary to implement occupational exploration programs.

In some instances, additional teachers should be employed to reduce class loads. Funds should be provided to give teachers sufficient release time from other duties so that they may prepare class materials for occupational exploration.

Teachers should be employed in the middle school to teach practical arts utilizing shop and laboratory experiences. The objective should be exploration and not proficiency in specific skills.

In some school systems, coordinators should be provided to help plan and organize programs, assist with in-service activities, and locate materials and other resources.

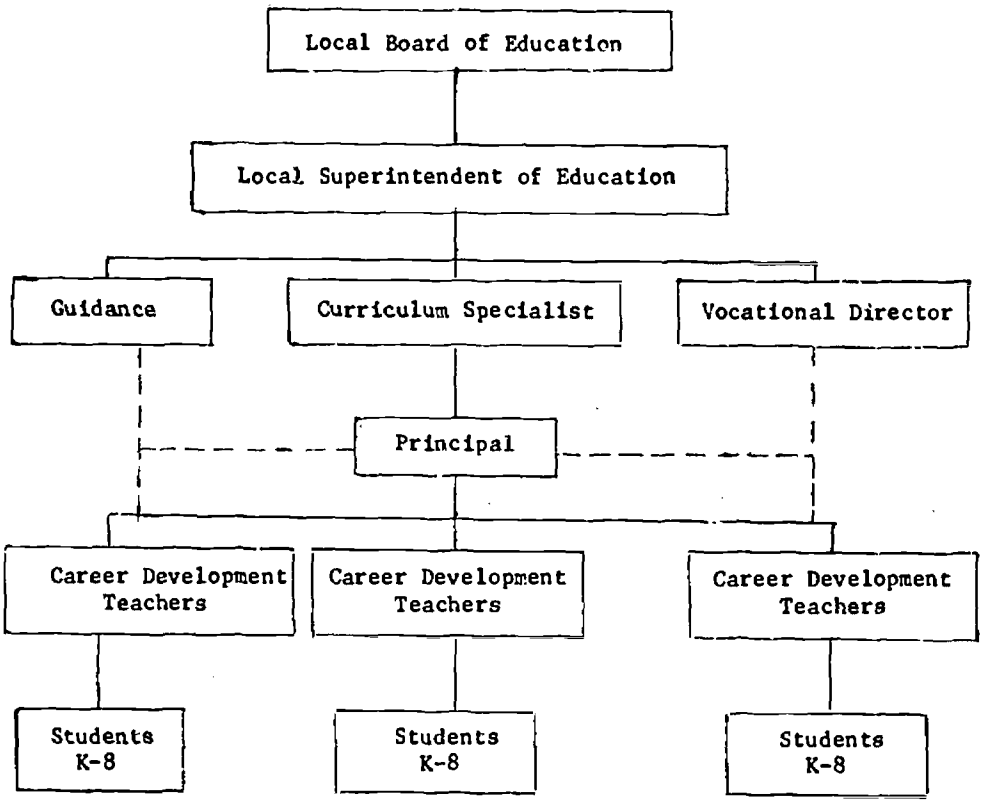


Figure 1

Vocational Education K-8 Organizational Chart

Advisory councils might be formed to give direction, assistance, and support to the teacher's efforts to bring pertinent information and experiences to students.

(4) Procedure for Evaluation

Definite plans should be established to evaluate the degree of success reached in providing occupational information to K through 8 children through this plan. Evaluation plans should be built into the project itself.

After objectives have been clearly stated and understood, evaluation criteria should be developed. Data collecting methods should be determined, and personnel should be provided to be responsible for evaluation.

Procedures should be developed for disseminating findings and making recommendations. This information should then be used to expand those approaches most successfully providing students with improved understandings of the occupational opportunities available to them.

(5) Scheduling

It is recommended that the occupational information be integrated into the regular instructional program of the elementary grades.

The occupational exploration in the middle school should consist of "hands-on" occupational experiences. These experiences might include areas such as home economics, electricity, woodworking, plastics, plant and animal science, business, metal-working, etc.

d. Instructional Program

(1) Some Curriculum Considerations

(a) This guide is to be incorporated into the curriculum of grades K-6 and should not be used as an additional unit. In grades 7 and 8, it should be handled as a separate class.
(b) It would be necessary to use a librarian, speech therapist and counselors to coordinate this developmental program.
(c) The student should learn courtesy, promotness, dependability, cleanliness, self-worth and pride in a job well done.

(2) Curriculum - Grade K-3

(a) Know themselves and immediate environment and begin to relate to the broader environment beyond the family and school
(b) Develop identification with workers:
1) Fathers
2) Mothers
3) Other significant persons (teachers, principal, custodian, cafeteria workers, union leaders, milk truck drivers, etc)

(c) Develop an awareness and appreciation for the neighborhood:
1) Our helpers (policemen, firemen, etc.)
2) Groups that bring about change (churches, civic organizations, etc.)
3) Group differences.

(d) Acquire simple manual and mental skills and performance of a number of work tasks

(3) Curriculum - Grade 4-6

(a) Dignity of work (Occupational exploratory kits, newspapers, labor leaders, etc.)
(b) Develop concept of self, values, contributions and responsibilities to society, positive attitude, courtesy, promptness, job well done, etc.
(c) Personal inventory in relation to career occupations
(d) Career choice is developmental:
1) Job families
2) Exploration of professional field
3) Exploration of service occupations
(e) Introduction to basic handicrafts and tools
(f) Laboratory experiences in exploring the industries
1) Field trips
2) Resource persons
3) Video tapes, telephone, T.V., or recordings

(4) Curriculum - Grade 7-8

The Middle School program is crucial to an occupational exploration program for youth since there are several types of clients for which the program should be developed. There are the college bound pupils, those persons who will only finish high school, and the students who will soon drop out of formal education. The experiences demanded by these students must of necessity be individualized since their competencies, capacities, and interests are so radically diverse. Therefore, the following broad areas should be integrated into the curriculum areas:

(a) Evaluating self-characteristics
(b) Continuous exploration of broad occupational areas
(c) Recognition would be directed toward the economical, psychological, and sociological values of work in our society
(d) Recognition of appropriate avenues for learning a career
(e) Game theory for practicing and exercising decision-making skills.

e. Human, Physical and Financial Resources for Implementation

(1) Personnel Needs

(a) Director
(b) Learning Specialist
(c) Secretary
(d) Clerical
(e) Counselor (if not presently in school)

(2) Facilities Required (Use existing facilities)

(3) Initial Cost*

(a) Salaries for personnel in project
(b) Initial cost of materials, equipment, supplies, etc.

(4) Operational Costs** (Annual expenditures necessary for continuity of program)

(5) Other (Cost of consultants and experts to help with program as need arises)

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*This type program may be funded: (1) Elementary and Secondary Act, Title III, (2) Foundations, (3) Exemplary programs projects section of the 1968 Amendments to Vocational Education Act of 1963.

**Cost of programs like this one must be adjusted to the locality in which it is to be used--will vary from area to area, according to local conditions.

2. Consolidated Secondary School Program (Work Group #2)

a. Design - including grades 9-12

The basic design for the consolidated school setting should be comprehensive in nature. Comprehensive in that it serves the needs of individuals through a wide variety of vocational offerings. It is likely that in order to offer such a program that arrangements through area vocational facilities will be necessary.

(1) Comprehensive high school.
(2) Shared-time arrangement between school within an administrative unit.
(3) Shared-time arrangement between administrative units and political boundaries.

b. Objectives

The central purpose of the program should provide the desirable educational experience and supportive services to enable students to continue their vocational development. More specific objectives should be:

(1) To provide effective guidance and vocational counseling services to meet the psychological, social, and vocational needs of students.
(2) To provide the students with the opportunity to develop vocational, social, and economic skills.
(3) To provide student placement services in cooperation with businesses and industries.

c. Administration and Supervision

Provision for a desired vocational education program is virtually impossible when the necessary administrative and supervisory structure is lacking or when the existing structure is inadequate. In the past there has been a tendency for vocational education to follow whatever educational framework was available. In the future the administrative and supervisory approaches should be motivated by the demand for making adequate vocational education available to youth. Some possible elements for new approaches are as follows:

(1) Local directors or program coordinators for administrative units or designated vocational education districts.
(2) Designated program coordinators for the small comprehensive secondary schools.
(3) Department heads for large comprehensive secondary schools.

(4) Curriculum coordinators for comprehensive schools with two or more instructors in an occupational field.
(5) Minimum of one vocational counselor for each administrative (school district) unit to assist school guidance counselors with program activities.

d. Instructional Program

Providing opportunities for vocational education may be accomplished through combinations of the following approaches:

(1) Group guidance - occupational information
(2) Pre-vocational instruction - inter-disciplinary core clusters.
(3) Basic vocational - career cluster concept.
(4) Preparatory

(a) Group instruction - occupational preparatory and related academic.
(b) Individualized - modules.
(c) Independent Study - modules.

(5) Work experience.
(6) Cooperative vocational education.

e. Evaluation

Evaluation has been defined as the process of determining areas of concern, collecting and analyzing data, and the reporting information to decision-makers. The scheme, Figure 2, could be used in the evaluation process.

f. Resources

There are many socio-economic factors which affect the availability of vocational education. This fact requires different approaches to providing the necessary resources. Indicated below are some possible approaches to providing the necessary resources. Indicated below are some possible approaches to providing the necessary vocational education.

(1) Local school district reorganization for vocational education.
(2) Purchase vocational education requirements from public and private concerns.
(3) Develop area vocational schools for highly specialized programs.
(4) Develop cluster concepts for small schools or district programs.
(5) Utilize mobile classrooms.
(6) Utilize the "traveling" teacher between schools with module curriculum organization.

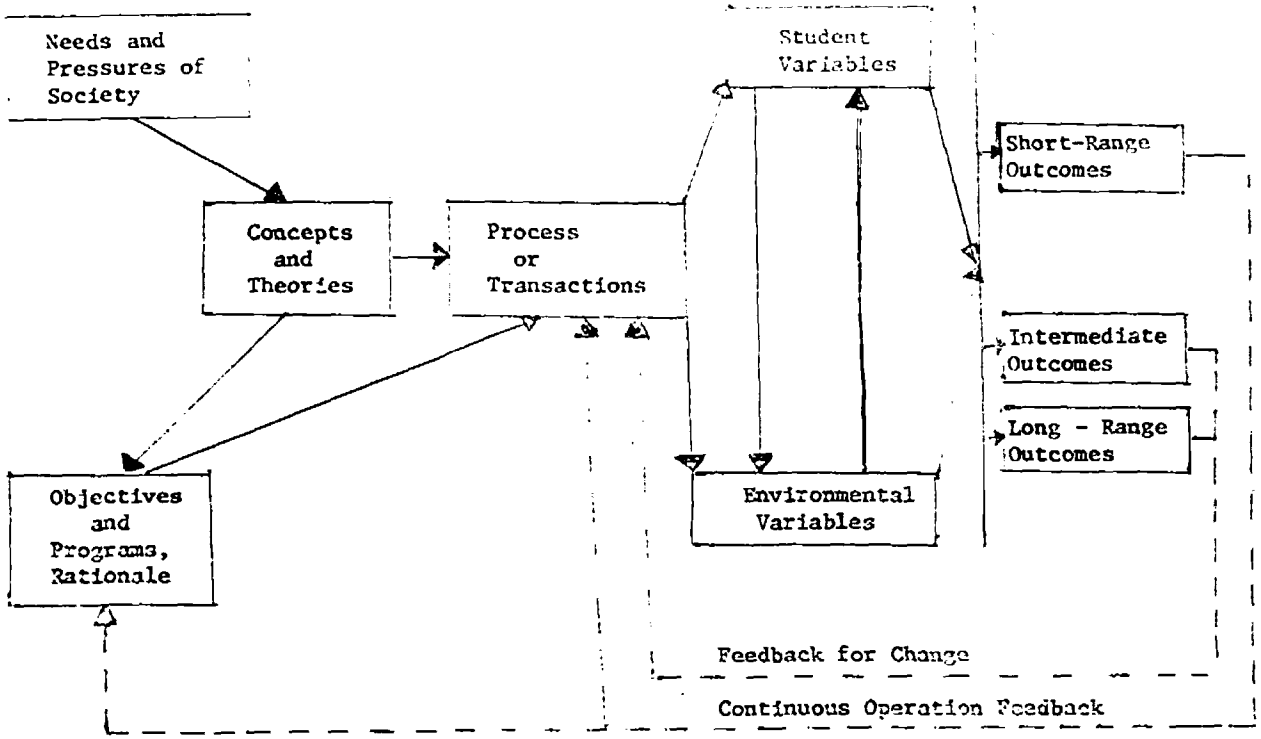


Figure 2

Consolidated Secondary School Program

3. Isolated Secondary School Program - (Work Group #3)

a. Design Criteria

(1) The school may be isolated because of one or more of the following factors:

(a) Distance from other schools or population centers
(b) Lack of population
(c) Barriers
1) Physical-lakes, rivers, and mountains
2) Psychological - tradition, social, or political
3) Economic - lack of adequate school finance and low-per-capita income.

(2) The target groups should be grades 9-12 in the secondary school.

(3) Student population will usually be those in secondary schools with less than 350 students.

b. Program Objectives

(1) General Objective

The primary objective of the vocational education program for isolated secondary schools is to provide all students an opportunity to acquire training so that they are able to obtain and retain employment and/or will be able to pursue additional education or training in their chosen field.

(2) Secondary Objectives

The secondary objectives are grouped under five major headings as indicated.

(a) The secondary objectives which contribute to personal development are to:
1) Inform all students of job opportunities in the world of work
2) Provide all students exploratory experiences related to the world of work.
3) Provide an opportunity for students to benefit from the leadership and citizenship development programs of vocational youth groups.
4) Provide for individual pupil program planning, instruction, and supervision.
5) Provide for innovative programs.
6) Prepare and motivate students for continuing education.
7) Identify and meet individual student needs.
8) Maximize supervised work experience or simulation.
9) Provide students the opportunities and skills to make realistic decisions related to their career development.

(b) The secondary major objectives which contribute to community development are to:
1) Make maximum use of facilities and staff
2) Make maximum use of community resources

(c) The secondary major objectives relating to performing ability of graduates are to:
1) Provide for students the competencies needed for entry-level jobs in a cluster (family) of occupations as related to local, state, and regional labor market needs.

(d) The secondary major objectives relating to attitudinal changes are to:
1) Develop student attitudes necessary to succeed in the world of work
2) Create in the student a continuing desire to strive for improvement of skills, broadening of knowledges, and acquisition of attributes, which will make him a highly satisfactory employee and a worthy citizen.

(e) Other secondary objectives are to:
1) Provide for program evaluation including a follow-up study of all students.
2) Provide total placement service for all students.

c. Administrative, Supervisory, and Staffing Plan

The administration, supervision and staffing are critical to the success of programs. In Figure 3 it will be noted there is a local director of vocational education. Most isolated schools of the size being considered will not have a local director. Such a position may be held by a staff member on a part-time basis or such a person may be shared by two or more school districts. The local director may also be employed by the intermediate or county school district.

A suggested administrative and supervisory staff chart for isolated secondary schools is shown in Figure 3. A line and staff administrative organization was recommended with emphasis upon clear channels of communication. Advisory councils, state staff personnel, and craft committees were proposed in consulting roles to provide advice and assistance in career development planning.

d. Career Development Curriculum Design

The "Career Development Curriculum Design for Isolated Rural Schools", shown in Figure 4 was proposed to ensure that relevant academic study be provided to complement vocational preparation. The merit of this proposal rests in the recognition of the value of each individual. The ultimate goal is to provide each student the opportunity to achieve his maximum potential. Emphasis is placed

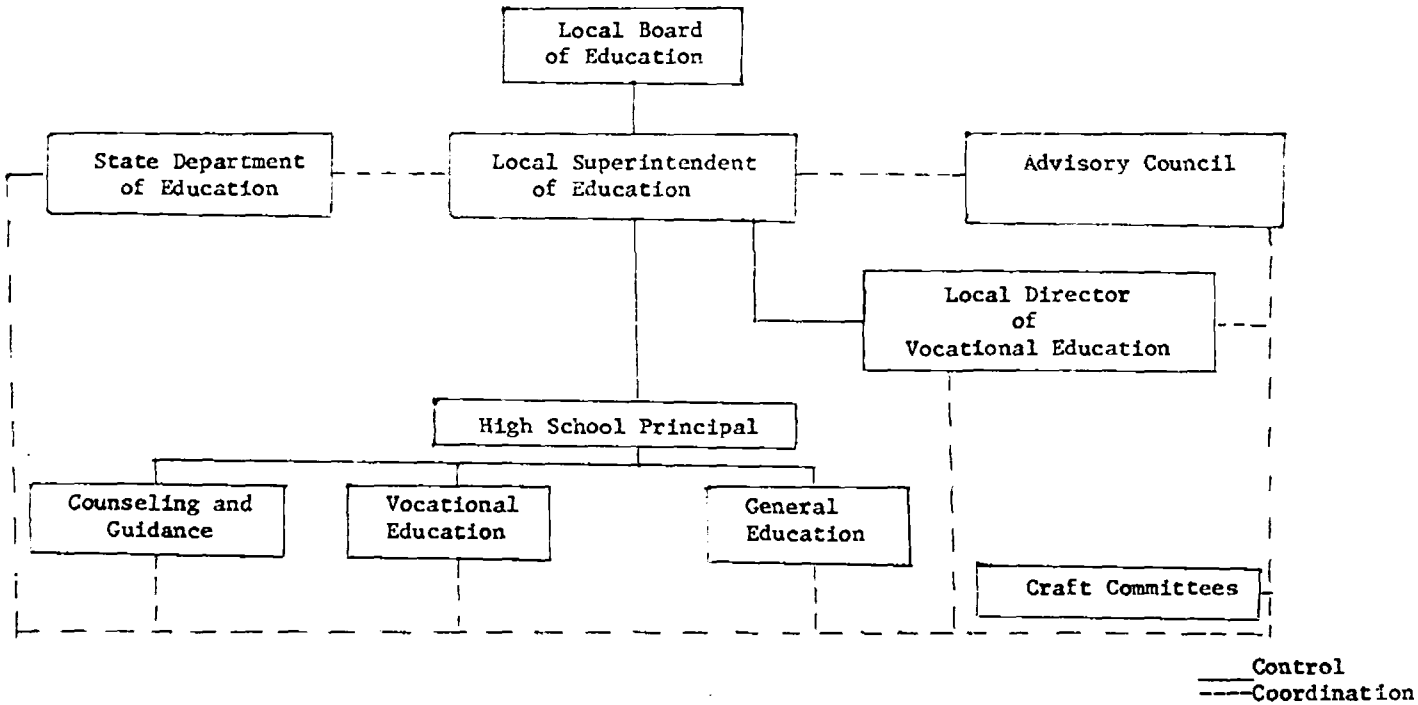


Figure 3

Administrative and Supervisory Staffing Pattern

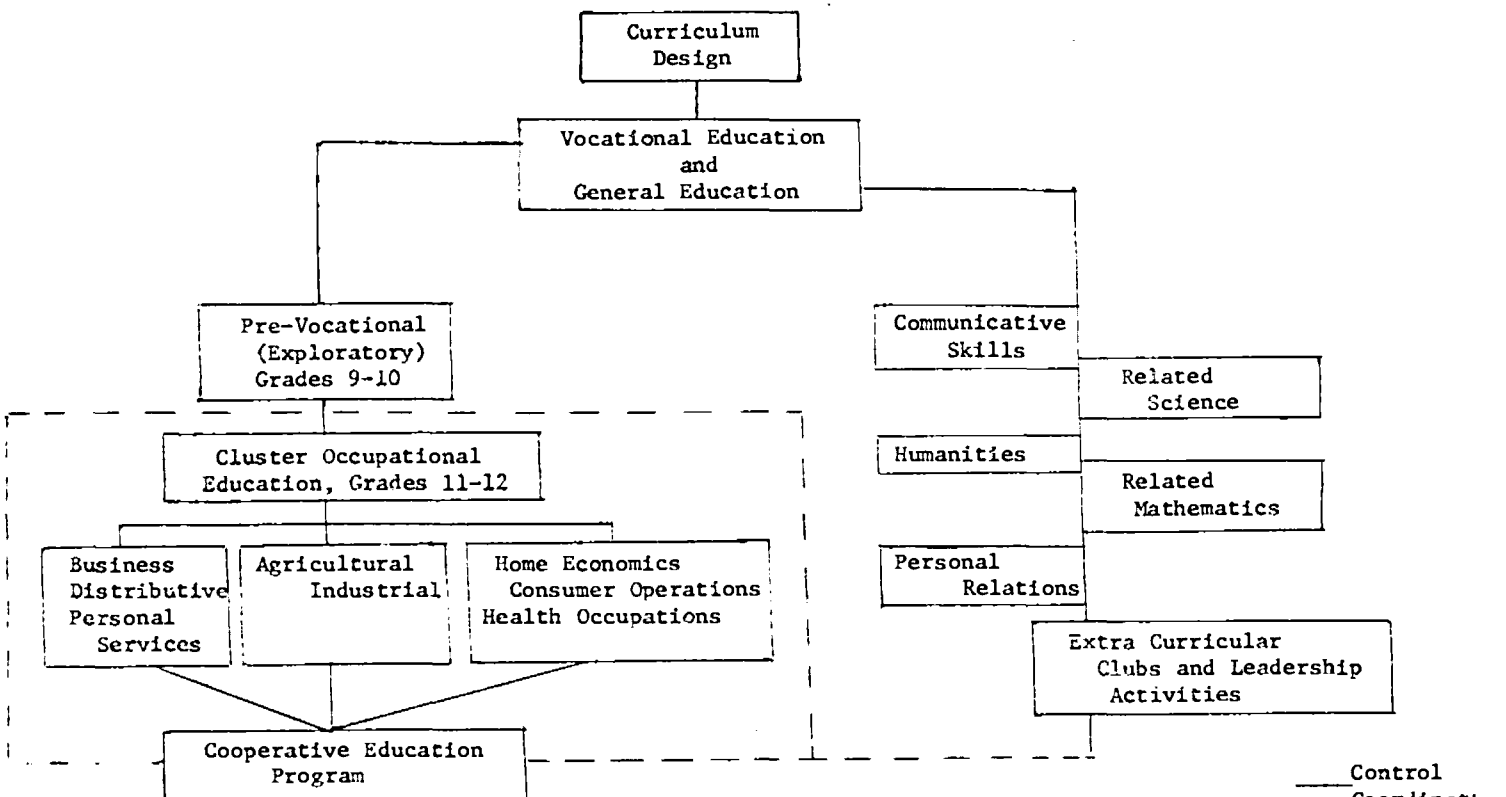


Figure 4

Career Development Curriculum Design for Isolated Rural Schools

upon preparation for the next step which may be continued education for certain students or immediate employment for others. This curricular design provides the st.dents with knowledge and skills leading to employability. It also includes related academic preparation for social development and the establishment of attitudinal values. Six curricular developmental criteria were proposed to aid in the achievement of career objectives:

1. Curriculum content should support the major occupations. This should be determined by follow-up of students, surveys of employers of program graduates, and present and projected occupational needs at local, state and national levels.
2. Student interests, aptitudes, and personal characteristics should be considered in program development.
3. Vocational programs should acquire community acceptance and support.
4. Advisory councils and craft committees should be utilized in curriculum planning and program development.
5. Opportunities should be provided for preparation in limited-demand occupations. Such positions are normally few in number, but they usually require highly developed skill and offer rewarding employment.
6. Exploratory knowledge, skills, and experiences should be provided in a variety of occupations.

The instructional program proposed for isolated schools incorporates vocational guidance to permit students to develop knowledge of their abilities in relation to occupational alternatives. The development of decision making skills should be emphasized as an aid to the maturation process. Student-counselor sessions are necessary elements of career exploration. Counseling sessions and conferences were also recommended for students, teachers, parents, and counselors to provide individual and group interaction in decision making processes.

An interdisciplinary approach to vocational education was proposed with grades nine and ten receiving pre-vocational or exploratory instruction. Specialization was recommended in grades eleven and twelve by occupational cluster groupings. Three major cluster groups were proposed: (1) Business, Distributive, and Personal Services Education; (2) Home Economics, Consumer, and Health Occupation Education; and (3) Agricultural and Industrial Education. Cooperative education programs were proposed with each of the respective cluster groups responsible for the placement and supervision of its students. (See Figure 4) The cooperative education program should be thoroughly coordinated among the vocational services represented.

Work experience programs should be planned to provide actual occupational experiences and realistic decision making situations. These experiences should be supplied concurrent with and/or following the acquisition of established essential minimum skills. On the job work settings are preferred, but simulated laboratories or school facilities may be devised where training stations are unavailable. The ultimate goal of the work experience program is development of students into responsible citizens capable of contributing to society by successful performance in their chosen occupations and through discharging the responsibilities of citizenship.

e. Evaluation

An evaluation was suggested to determine the extent to which program objectives are achieved. Measures of student progress were recommended through a testing program including aptitude, attitude, interest, and achievement. Follow-up studies should include surveys of the students after employment and their employers to determine the effectiveness of the vocational education programs in preparing youth for a place in the occupational world.

f. Resources

The implementation of programs of vocational education in isolated rural settings is usually difficult as a result of limited resources. Continued use of professional instructors was recommended with the addition of teacher aides, resource persons, and local residents who have specializations which would be useful for periods of short duration.

Possible solutions to facility limitations are the use of mobile instructional units, outdoor area laboratories, rented space, and innovative buildings. Greater efficiency in the use of facilities was urged through improved curriculum design, space utilization, and extended time use of students and faculty.

Sources of funds for initial and operational costs of program implementation could include the local tax base, state and federal funding through title projects, and standard vocational funds. Possible supplements to these sources for operational costs might be loans, donations, surplus property, industrial assistance, student fees, shared equipment, and leased equipment.

g. Other

This work group made use of exemplary programs and pilot projects in synthesizing the model proposed. Many of the participants provided their experiences and information about existing and projected programs as inputs to the planning process. Much of this information was supplied spontaneously or in fragmentary form and as such could not be reproduced with proper recognition.

Two proposals describing isolated secondary vocational programs were distributed for consideration by participants who were familiar with these projects. Jed W. Wasden, Coordinator, Vocational Technical Education, Salt Lake City, Utah, provided a copy of a proposal, "An Exemplary Program for Occupational Preparation in Agricultural and Industrial Activities for Small High Schools in Utah", June 1969. A copy of this proposal is included in Appendix J. A second example was supplied by Monty Multanen, Coordinator of Career Education Program, Board of Education, Salem, Oregon. This paper was prepared by Leonard E. Kunzman, Director of Career Education Program, and was titled, "Career Education in Oregon." A copy may be found in Appendix K.

4. Vocational Adult Education (Work Group #4)

The importance of and necessity for vocational adult education has been thoroughly documented. The Federal legislation has mandated that vocational education be made available to all age groups. It has been shown that many adults desire further preparation for job competency. A well organized and effective vocational adult education program capable of meeting the challenge does not exist in most rural areas, with the exception of limited offerings in selected communities. Sorely needed is a comprehensive approach by responsible individuals for the development of vocational adult education.

Typical problems encountered in establishing vocational education are the identification of the needs of adult learners and the location of adults who could benefit by organized training. An equally important consideration is the determination of the resources which could be made available for implementing and operating vocational adult education programs. A model which incorporates target audience identification and resources acquisition is proposed in Figure 5. An evaluative scheme is pictured in Figure 6.

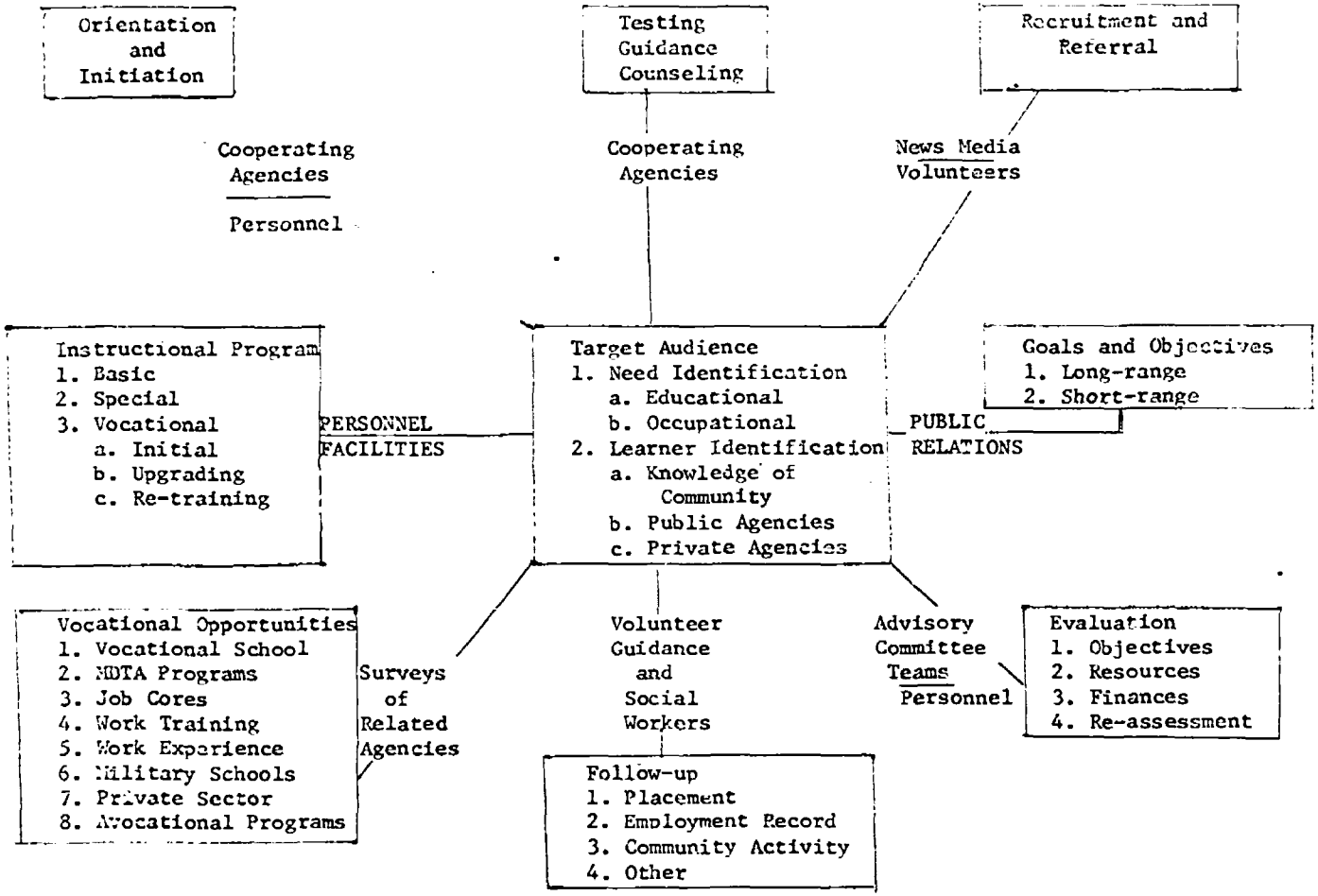


Figure 5

Vocational Adult Education Target Audience and Program Components

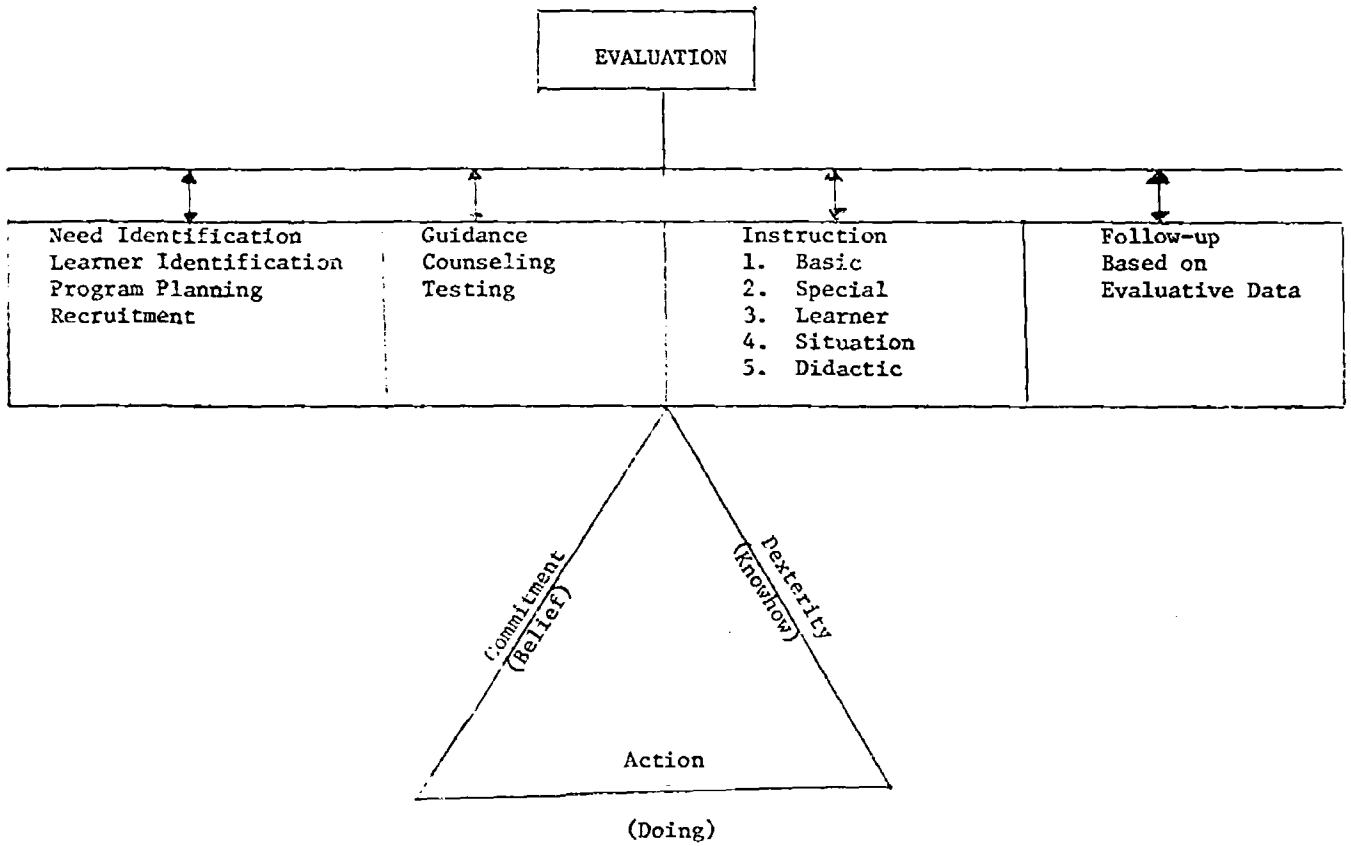


Figure 6

Vocational Adult Education Evaluation

5. Post-Secondary Vocational Education Program (Work Group #5)

a. Design

In a democracy, the concept of an elite class is repugnant. Therefore, the educational system must ensure that it does not provide for the development of an educational elite. The doors of educational opportunity must open freely to all. None should be denied the benefit of education, nor should his needs and abilities be subject to a single appraisal. The educational system operates sequentially in terms of experiences provided and should be willing to recognize the sequential development of the individual. One who initially could not qualify for a program should not be irrevocably denied access. Thus, education should be a continuing process and the educational system should be aggressive in its attempt to extend educational opportunity widely and on a continuing basis.

There is a wide range of occupations for which post-secondary education is necessary. The close relationship between man, education, and work is increasing and universal educational opportunity is required. This universal education has two essential elements. One of these is general education and the other occupational education.

General education alone is not enough; neither is occupational education. Completion of a job preparation program which provides only a single saleable skill may be sufficient to gain initial employment; but with the rapid changes occurring in most fields, the person with limited preparation is of little value. Quality occupational education must provide a complete program - the knowledge and skill to get a job and the broad general education which will enable the individual to continue learning as job requirements change. Education must provide employability, and this can be achieved most effectively in programs which combine occupational and general education.

New jobs are continually being established. Not every community has a demand for all of these new skills, nor is every educational institution prepared to offer training in them. The concept of education based upon local needs must be replaced by a recognition of the need for regional and state-wide planning. Local needs must be coordinated with regional, state, and national needs if educational programs are to be fully responsive to the needs of students.

Many of our youth successfully complete high school, but are not prepared at that point to determine what they wish to do in life. Their opportunity for employment is limited, and they are uncertain as to the direction further preparation should take. The availability of a program of general education in a nearby junior college, offered at low cost, provides an excellent outlet for students in this group while they determine the direction of their future.

Others may have clearly established career goals. These should be provided ready access to programs of preparation which permit achievement of their goal without regard to local availability of job opportunity. Still others may have left school prior to completion of requirements for graduation. This should not operate to bar them from reentering the education system at a time and level which is consistent with the individual's abilities and aspirations.

The constant changes taking place in all aspects of life establish the need for formal programs of continuing education. Moreover, there are many who in their earlier years were not afforded full educational opportunity. Others are seeking outlets for their leisure time and still others are seeking to improve themselves in particular fields of endeavor. Programs of continuing education are needed to provide these experiences in a setting designed for both the mature and the immature individual.

Continuing education programs should be flexible in design. There is a need for offerings in basic, general, and specialized fields on a regularly scheduled basis to accommodate those out-of-school youth and adults who wish to up-grade their level of attainment. Programs which provide for the particular needs of individuals and groups should be established as required.

The rapidity of developments in practically all fields necessitate a program of continuing education to assimilate new developments into current practices. New developments have greatest initial impact on the professional and technical fields. The busy people in these areas cannot afford to leave their positions for extended periods to attend programs to up-date their skill. The educational system has the potential to provide such training in local areas on a part-time basis, and should be aggressively alert to seek out and provide these experiences.

Society and its institutions function as systems with each system intertwined and dependent upon each other. Education is no exception. However, the educational system must have unity if it is to be fully effective.

Unity can be achieved through agreement with certain basic premises and by the establishment of a system of coordination which assures that the basic structure remains in agreement. Educational opportunity must be provided for all citizens in any program for which a need can be established. Each person should be allowed access to any program in which he can benefit. Barriers to student mobility within the system must be reduced to the minimum so that the student can be provided additional educational experiences as his needs, purposes, and abilities develop. Economy dictates that only those programs should be offered for which a need can clearly be established. Further, these programs should reside in the institution in which they can be most effectively operated.

b. Objectives

(1) To provide a multiplicity of educational experiences which truly meet the needs of individuals. Some students need an education which is directed primarily toward social and economic mobility; others require skills to exploit their artistic nature. All students demand education which places a premium upon creativity and which provides the means for filling leisure hours with wholesome and constructive pursuits.
(2) Rural communities should seek to develop for themselves the opportunities for economic, social, and cultural growth and fulfillment. The educational program should serve both as an impetus and a sustaining force for this development.
(3) Individuals must be provided guidance, counseling and career services which cause student interests and abilities to be matched with job opportunities. All students should achieve competency within his chosen field consistent with his abilities and the proficiency required for the particular task and related tasks.
(4) Each educational program should include experiences which assist each student to develop a positive self-concept, pride in his chosen work, pride in his community and pride in his society. These qualities should provide the basis for development of not only leaders but effective followers who possess the maturity, self-esteem, motivation, and capacity for continued growth and development.

c. Organization and Administration

If the objectives are to be met, the educational programs must be provided with the necessary resources and each program coordinated with each other program and institution. Rural areas cannot afford unnessary duplication in programs or institutions. Two major elements of coordination are required. First, coordination must be exercised over the establishment of programs to make certain that the requirement exists for the program, the institution proposing the program can most effectively provide the experience,

and that the program does not unnecessarily duplicate programs at other institutions. Secondly, the scarce resources available must be allocated among the several institutions according to needs and priorities. This coordination and control can best operate as part of a state system with local and regional agencies providing data and assistance to the state agency.

The state coordinating agency should function only to coordinate programs, not curricula, and to recommend allocation of budget resources without dictating how these resources would be applied in a particular area or institution. The agency should be representative of the total system, and should limit its responsibility to those areas which affect the total system. Areas and institutions within the system should remain autonomous within assigned areas of responsibility.

The state should be sub-divided into Local Development Regions for the purposes of planning, coordinating, and developing the particular region. Each region may consist of one or more counties. All activities, including occupational education, which directly contribute to regional development should be coordinated by a Regional Development Council which is widely representative of the region. The legislation which establishes the council should include legal qualifications for membership on the council. As a minimum, the field of industry, labor, agriculture, education, politics, and lay citizenry should be provided. Furthermore, legal steps should be taken to ensure that all levels within each segment is represented. For example: Persons having income under $3,000 per year; union laborers; non-union laborers; minority ethnic groups; and senior citizens should have membership where appropriate.

This council should be charged with planning, coordinating, and directing activities which operate for the benefit of the entire region. Education and training should occupy a primary position since full development is dependent upon an enlightened and skilled people. The organizational structure of the State and Regional Agency is shown on Figure 7.

Local activity within the framework of the Regional Development concept will be conducted under the auspices of Local Development Committees. Composition of these local committees will follow the pattern established for the regional councils.

At all levels, maximum use of existing organizations and institutions will be accomplished. Such agencies as the agricultural extension service and local school systems can be of prime importance in establishing and maintaining such a system.

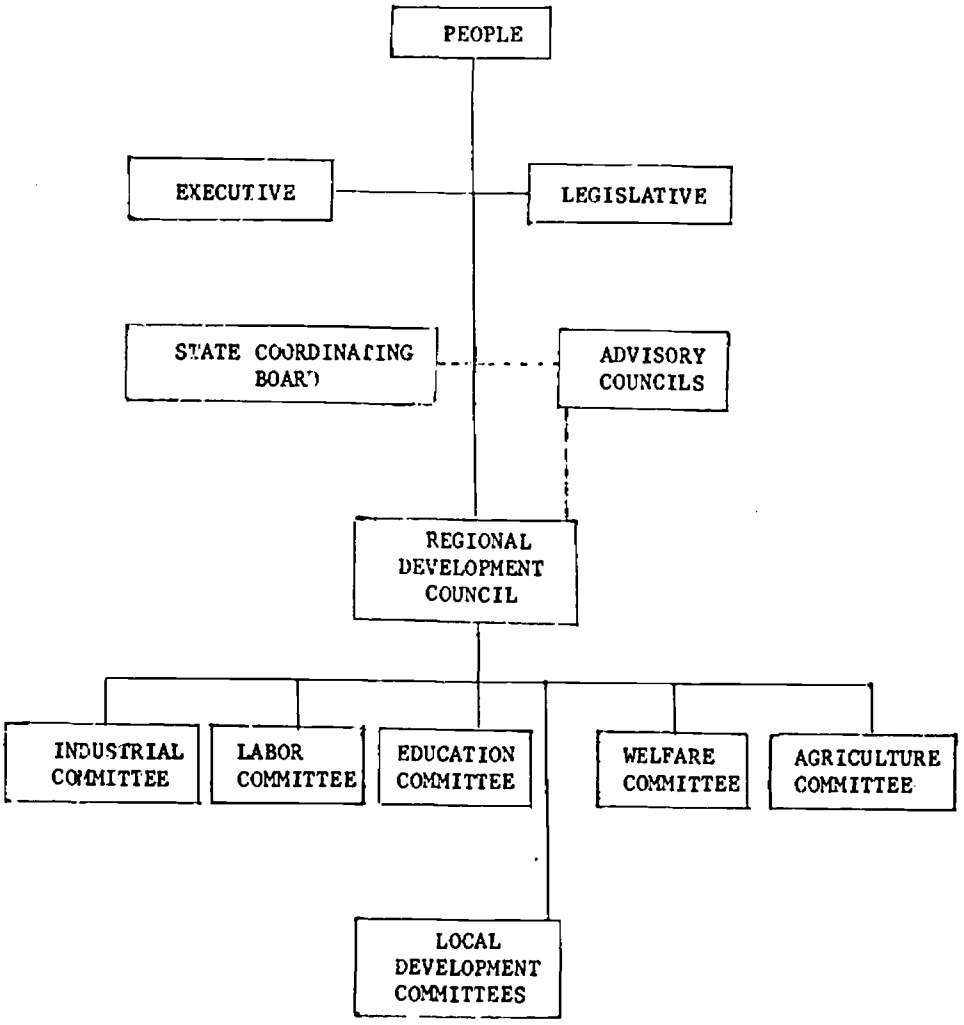


Figure 7

Organization for Development of Post-Secondary Vocational Education Policy

The Regional Development Council working cooperatively with Local Development Committees will develop requirements and plan programs of development and supporting educational services to be submitted to the State Coordinating Board.

This brief treatment cannot address itself to the details of operations of the system. It is intended only to express a concept which seeks to integrate total planning, programming, and development of a region to fully coordinate and utilize all resources available to that region.

Within the framework described above, educational institutions must also develop a high degree of flexibility and cooperation. A system which is compartmentalized and fragmented cannot effectively serve a developing society.

d. Educational Model

Depicted in Figure 8 is a Post-Secondary Vocational Education model which advocates an open-door policy of continuing education. Students of all ages and educational backgrounds who desire further study should be provided vocational and educational counseling as a basis for career decision making. Each student should be advised of the institutions providing the occupational education programs leading to his chosen goals. Institutions which should be incorporated into the system of post-secondary education are local continuing programs, trade schools, junior colleges, and universities. Freedom of transfer among these institutions should be encouraged for the purposes of further education, preparation for employment, personal growth and development, growth and upgrading in job, and enrichment and service to society. The strength of this proposal lies in the re-direction of philosophy of continuing education from a terminal preparation at each level to a continuous search for knowledge. Existing institutions could be more effectively utilized as providing a comprehensive and viable vehicle for educational and occupational development of the rural population and the communities in which they live.

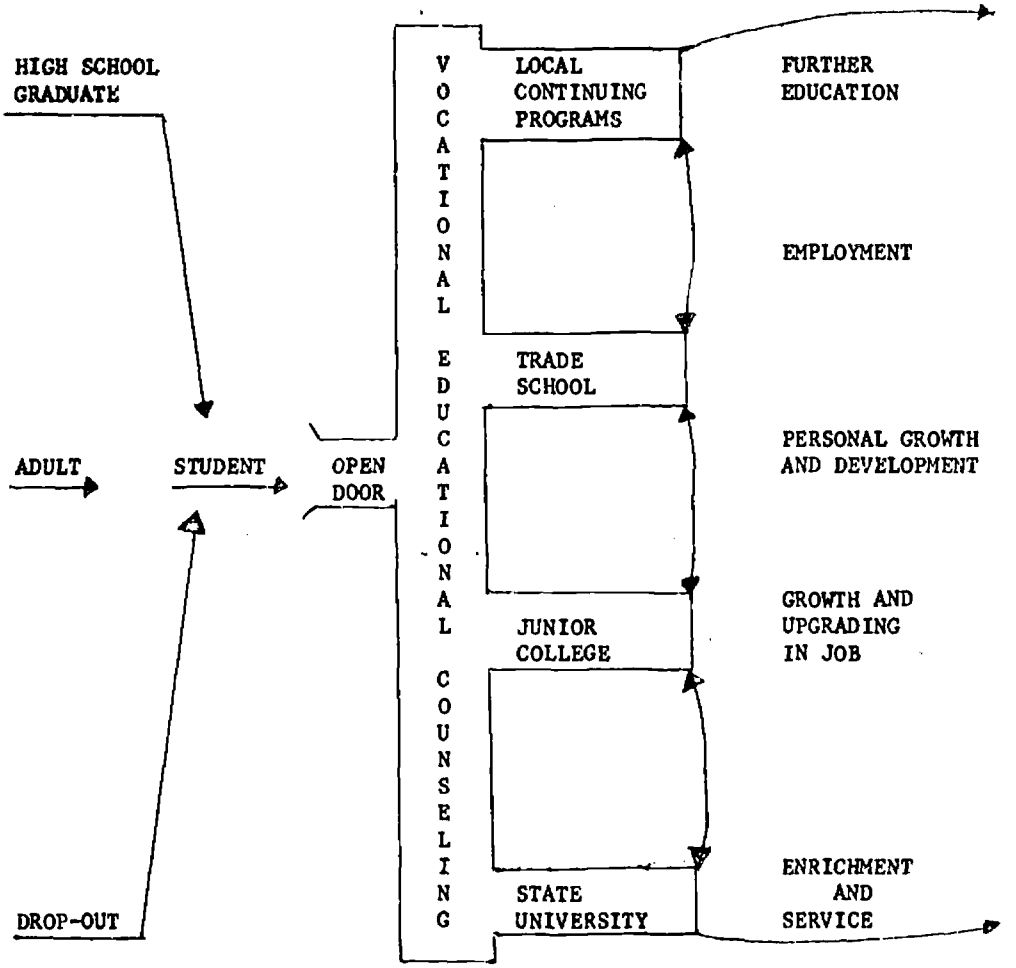


Figure 8

Post-Secondary Vocational Education Model

6. Rehabilitation Services in Rural Vocational Education (Work Group #6)

a. Background

In recent years much emphasis has been placed upon meeting the needs of the disadvantaged and handicapped. A strong impetus was provided by Public Law 90-576 by designating that 25 percent of Federal appropriations to the states be directed to special programs for persons meeting the criteria specified. The definitions provided by this Act in identifying disadvantaged and handicapped persons were accepted for discussion purposes by this work group.

It has been stated that a relatively large percentage of rural residents may be classified as disadvantaged or handicapped persons. Moreover, the problem of reaching these people is compounded in most rural areas by a lack of agencies which can effectively provide the services required to draw the disadvantaged and handicapped into the mainstream of American life. The central purpose of Work Group #6 was to develop a model which could effectively be applied to identify the disadvantaged and handicapped in rural areas and to provide services to alleviate conditions preventing them from benefiting from regular programs of vocational education.

b. Orientation to Task

The diversity of the backgrounds represented by participants in this work group necessitated some preliminary introduction to rehabilitation concepts as a basis for common understanding. A considerable amount of time was utilized to identify the problems of the deprived and to consider solutions to these problems. Several of the sessions were conference type discussions which were presented in fragmentary form and hence not available for publication. Two formal papers were made available for reproduction, namely, "Orientation to Vocational Rehabilitation" by Julian M. Nadolsky and "Vocational Education and Rehabilitation Services" by Ray Sankovsky. These papers are contained in Appendix L and M, respectively. Both of these men are staff members of the Rehabilitation Services Education Section of the Department of Vocational and Adult Education at Auburn University.

c. Model Development

(1) Definition of disadvantaged and handicapped, according to Public Law 90-576

(2) Problem - persons exist in the rural environment who meet the criteria established, these facts are supported by Demographic Data. The following characteristics are observed:
(a) Academic
(b) Socioeconomic
(c) Cultural
(d) Health
1) Hard of hearing
2) Deafness

3) Speech impaired
4) Visually handicapped
5) Emotionally disturbed
6) Crippled
7) Other health impairments

(3) Assessment of Needs - On the basis of the kinds of persons in the local population, needs are determined and assessed for individual and group requirements.

(4) Assessment of Resources - Before and after objectives are determined, the resources available should be assessed to include:

(a) Advisory committees
(b) Community agencies
(c) School personnel
(d) Employment agencies
(e) Rehabilitation service
(f) Special education
(g) Teacher education
(h) Guidance and counseling
(i) Human resources development
(j) Extension service
(k) CAMPS
(l) Other

(5) Objectives - Are stated on the basis of needs. The objectives may be:

(a) Educational (Stated in behavioral terms)
(b) Occupational (Job availability)
(c) Rehabilitation (Physical restoration)

Note: Resources may be assessed again to determine what is available or if the needed facilities could be obtained to achieve objectives.

(6) A Plan of Action - Should be developed to achieve established objectives. This plan might include the following elements:

(a) Program structure (Non-graded educational approach recommended when appropriate)
(b) Facilities
(c) Personnel preparation
(d) Curriculum content
(e) Financial arrangements
(f) Transportation
(g) Public relations and promotional efforts
(h) Equipment
(i) Supplies
(j) Students

(7) Implementation of Plan - Once the plan of action is established, the next step would be to initiate action, including:

(a) Staffing
    1) Teacher education
        a) Pre-service (One or both of these may be required)
        b) In-service
    2) Certification
(b) Administration
(c) Utilization of resources
(d) Financial responsibility
(e) Scheduling
(f) Development of curriculum materials
(g) Program
    1) Individual centered
    2) Group centered

(8) Evaluation - Can be used to alter, improve, and change the program as feedback reveals the need for adjustment. Suggested are the kinds of evaluation which appear to be required.

(a) Pre-program (objectives)
(b) On-going (program)
    1) Instruction
    2) Guidance
(c) Terminal (graduate competence)
    1) Placement
    2) Community attitude (change)
(d) Post (follow-up)
    1) Employer
        a) Stability
        b) Promotion
    2) Graduate
        a) Job satisfaction
        b) Progress on the job

d. Model for Rehabilitation Services in Rural Vocational Education

A suggested model for extending rehabilitation services into the rural environment is provided in Figure 9. The chief strength of this model lies in a comprehensive analysis of the problems of rural disadvantaged and handicapped persons and in the marshalling of the resources needed to correct the problems of deprived individuals. Upon alleviation of handicapping conditions, many persons so classified may return the regular programs of vocational education. A recognition of the problems faced by many of those whose impairments cannot be overcome may result in the adjustment of the standard programs of vocational education to provide an opportunity for each and every person to profit by the opportunities not previously available. The ultimate outcome of such a program is the development of individuals for productive and satisfying livelihoods who might otherwise become wards of the society.

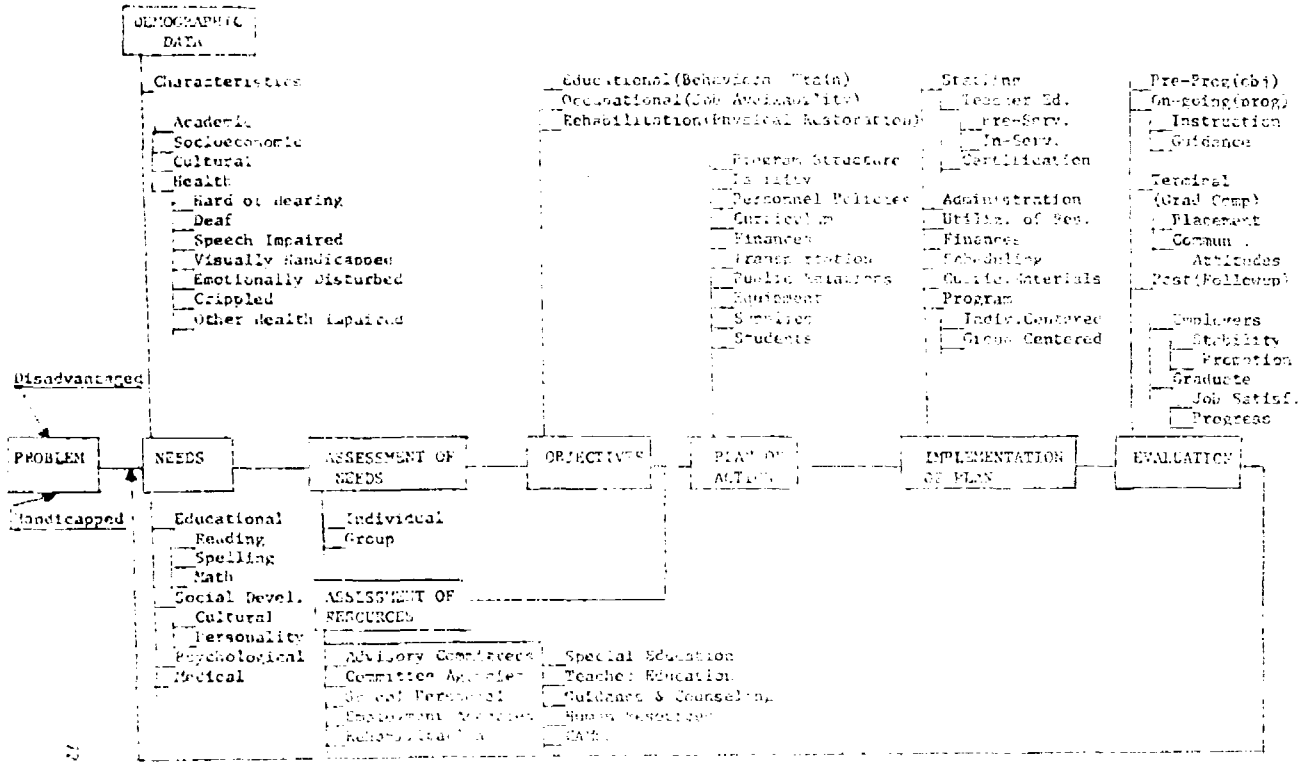


Figure 9

Rehabilitation Services in Vocational Education

Conclusions

The primary objective of the institute was to assist participants in developing efficient and effective programs to meet the vocational education needs of people in rural areas, including in-school and out-of-school youth and adults. Specific objectives utilized as guidelines were these:

1. Identify and assess the general and vocational education needs of rural youth and adults
2. Develop a framework for organizing and developing vocational curriculums, courses of study and units of instruction designed to meet the needs of rural youth and adults.
3. Determine the appropriate human, physical and financial resources necessary to conduct vocational education programs for rural youth and adults.
4. Develop precision in selecting and using the most effective educational technology in planning and conducting these programs.
5. Plan ways to secure the cooperation and coordination of school personnel, parents, businessmen, and others, for vocational education programs for youth and adults.

The content of the institute on modifying programs of vocational education in rural areas was centered around an understanding of the rationale of program change and the procedures involved in reorganization. The theories of program change were presented through major presentations and working papers: Procedures for implementing program changes were developed in work group sessions. These were developed in the form of models or concepts which could be implemented in the rural setting to provide vocational education for persons of all ages who require occupational preparation to enter or advance in the work world.

An analysis of the participant reactions to the institute, using the Formative Evaluation Measure (Appendix E), revealed that the program was successful in achieving the stated objectives. This conclusion was supported by the following statements:

1. The institute objectives were clear, realistic, accepted by the participants and the program met the trainee expectations.

   Analysis of items numbered 1-24 revealed that a positive response was obtained in these measures of participation. In each of these items the rating was grouped within one standard deviation of the mean. This revealed a strong and positively favorable participant reaction towards program organization and achievement.

2. A major impact will be felt upon rural vocational education planning as a result of the increased willingness of participants to modify their present or future work because of having attended Institute III.

   A total of 99 participants provided usable replies to a request to determine their reaction toward making program modifications. Replying affirmatively were 85 percent and negatively 12 percent of the respondents. Two percent of those responding were undecided.

3. One of the beneficial aspects of nationally constituted institutes is the development of professional contacts for the exchange of materials and ideas useful in the development of vocational education in rural areas.

   Responding to this question were 99 participants. Meaningful professional contacts were established by 85 percent of the respondents. Thirteen percent of the replies were negative and one percent of them remained undecided.

4. Institutes of this nature are effective in bringing together persons of diverse backgrounds to study the problems of rural vocational education. In addition to professional outcomes a better understanding is developed among persons representing the various vocational disciplines from locations throughout the United States.

   The major strength of the institute as reported by the participants was the opportunity to exchange ideas with persons representing vocational education at all levels of responsibility throughout the United States. This was made possible by reaction sessions to the major presentations and the organization of work groups for the development of rural vocational education models. A cooperative attitude permitted interraction in the discussion groups. A significant number of the participants complimented the institute staff for effective organization, and efficient operation of the program. Additional comments were directed to a congenial atmosphere in a friendly academic setting, ideal springtime weather, and the opportunity to see the South in full bloom. The major presentations were credited by a majority of the respondents for stimulating thought and provoking participant reaction.

5. A study of negative response by the minority of participants who were not pleased with the outcome of the institute could provide useful information to avoid pitfalls in planning future conferences of this nature.

   Chief criticisms were directed to the use of taped presentations instead of personal appearances and a lack of coordination among the major presentations. Ironically, a major strength that multiple disciplines and nationwide representation provided maximum professional contact may have also been a major weakness. It appeared that this could have contributed to the inability of the institute to develop specific programs which were desired by selected participants. A number of responses indicated a desire for social activities, night programs, tours of local school facilities, and a chance to observe the surrounding countryside. A significantly large number of participants suggested that more time should have been allotted to the work group sessions.

6. The scheduling of additional programs of this nature would be beneficial to vocational and related personnel.

   Eighty two percent of the respondents indicated they would attend again if the opportunity were presented, seven percent gave negative replies, and 11 percent were undecided. It was reported by 87 percent of the respondents that they would not advise favorably, and nine percent were undecided.

7. Institute III and the associated programs comprising the Multiple Institutes Series will have a profound effect in extending the benefits of vocational education to persons in rural areas who have not heretofore been provided the opportunity to participate in occupational education.

   Each participant was asked to develop a statement of intent and a general plan for a project, program, or service to initiate as a result of participation in Institute III. A summary of these proposed programs revealed that a commitment to planned and necessary change is very much in evidence. Most frequently mentioned was an attitudinal change toward greater commitment to initiate comprehensive and beneficial improvements in rural vocational education. There was a significant interest in establishing cluster occupational education through the interdisciplinary approach. Equally important were plans to develop comprehensive and articulated programs of vocational counseling and occupational education beginning in the kindergarten and extending into the post-secondary level. Intentions to establish and improve programs for handicapped and disadvantaged students were numerous as were plans to adjust curricula and teaching techniques to meet the vocational needs of students. Extended use was indicated for cooperative vocational education programs, utilization of community resources, and laboratory facilities. Adult education and post-secondary programs were considered for revision by selected participants. Other activities proposed were coordination, improved communications, input of proceedings into other workshops or institutes, increased use of vocational research, and improved public relations programs.

Recommendations

Based on evidence in the evaluation of Institute III the following suggestions were made for the improvement of programs of vocational education in rural America.

1. Additional conferences or institutes of this nature should be planned for the purpose of development and diffusion of ideas useful in implementing necessary and effective modifications in rural vocational education programs. The models developed in Institute III could serve as inputs for further investigation.

2. Consideration should be given to the planning of institutes centered around regional and/or vocational disciplinary interests. An exchange of ideas among disciplines is beneficial as is professional association, however, detailed programs to meet the needs of specific interests are difficult to develop when discussion groups are extremely divergent in their composition.

3. The use of media substitutes should be cautiously employed only when absolutely necessary from an economical or practical standpoint. Taped presentations make possible the attainment of certain expertise which might otherwise be unavailable, however, the risks should be calculated in advance.

4. The models developed as a result of Institute III should be incorporated with the outcomes of the remaining programs in this series. This could provide a basis for a concerted team approach to planning for rural vocational education at the local, state, and national levels of responsibility.

5. Maximum effort should be expended to assure the wides possible dissemination of the developments of this institute.

6. It is sincerely urged that each participant will honor his statement of intent to become a change agent for the immediate implementation of acutely needed programs or the modification of existing ones to serve the ever changing vocational needs of people in rural America.

APPENDIX A

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## APPENDIX B

### THE SELECTION OF TRAINEES

The participant mix to be included in each institute was specified in the publication of the Organization and Administrative Studies Branch, Division of Comprehensive and Vocational Education Research, Bureau of Research, Office of Education, U. S. Department of Health, Education, and Welfare entitled Guidelines and Priorities for Short-Term Training Programs for Professional Personnel Development in Vocational and Technical Education, December, 1968. Thus, a major criterion for selection was that of achieving an appropriate mix of professional personnel from vocational and related fields at all governmental levels who were concerned with the problem area under consideration at each institute.

The procedures followed in selecting the participants were as follows:

1. A brochure was prepared by the director and associate directors of the project describing the multiple institutes program and the individual institutes. The brochure emphasized the content and desired outcomes for the institutes.

2. The brochures were mailed, together with institute application forms, to State Directors of Vocational Education, Directors of Research Coordinating Units, head teacher educators in vocational education, local directors of vocational education, and other persons and agencies that were included in the list of potential participants. These persons were requested to complete applications for institutes or to nominate persons for the institutes.

3. The application form provided information regarding training, experience, interest in the institutes, preferences for institutes, a description of current job assigament which is relevant to the institute for which the applicant is applying, and a statement to the effect that the applicant wi'l be willing to undertake a project, program, or service to implement the models developed in the institute.

4. The applications were evaluated on the basis of training, experience, potentiality for implementing the products of the institute, and commitment to implementation.

5. Final selection of participants was based on the evaluation of the applications, with special attention given to identifying a team of vocational education and related personnel who would participate in each of the institutes from the states that rank high in rural characteristics.

The selection procedures were conducted by multiple institutes director and associate directors which resulted in providing each institute director with a list of participants and alternates for his institute. Upon receipt of this list it became the responsibility of each director to invite the participants and to substitute appropriate alternates whenever necessary.

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Raleigh, North Carolina

Dr. Jack Michie, Executive Secretary
Alabama Advisory Council to Vocational
Education
Montgomery, Alabama

Dr. Robert W. Montgomery, Head
Department of Vocational and
Adult Education
Auburn University
Auburn, Alabama

Dr. E. B. Moore, Associate Professor
Educational Administration
School of Education
Auburn University
Auburn, Alabama

Dr. Julian M. Nadolsky
Assistant Professor
Rehabilitation Services Education
Department of Vocational and
Adult Education
Auburn University
Auburn, Alabama

Dr. Truman M. Pierce, Dean
School of Education
Auburn University
Auburn, Alabam

Dr. Ray Sankovsky
Assistant Professor
Rehabilitation Services Education
Department of Vocational and
Adult Education
Auburn University
Auburn, Alabama

Dr. James W. Selman, Liaison Officer
Vocational Education
State Department of Education
Montgomery, Alabama

Dr. Jack M. Sink, Project Director
Rehabilitation Services Education
Department of Vocational and
Adult Education
Auburn University
Auburn, Alabama

Miss Ruth Stovall, State Supervisor
Home Economics Education
State Department of Education
Montgomery, Alabama

Dr. Gordon I. Swanson, Coordinator
International Education
University of Minnesota
St. Paul, Minnesota

Mr. Herman R. Todd, Graduate Assistant
Rural Vocational Education Institute III
Auburn University
Auburn, Alabama

Mr. Hubert F. Worthy, State Supervisor
Trades and Industrial Education
State Department of Education
Montgomery, Alabama

NSP - Non-Stipend Participant

APPENDIX D

PROGRAM

Sunday, April 5, 1970

| | |
|---|---|
| 4:00-6:30 p.m. | Registration, Administrative Processing and Distribution of Materials |
| 6:00-6:30 p.m. | Informal Social Hour |
| 6:30-7:30 p.m. | Dutch Meal Cafeteria Style |
| 7:30-8:45 p.m. | OPENING SESSION<br>Dr. Robert W. Montgomery, Presiding |
| 7:30-8:30 p.m. | Welcome.....Dr. Ben T. Lanham<br>Remarks.....Dean Truman M. Pierce<br>Comments.....Dr. James W. Selman<br>Introduction.....Dr. Robert W. Montgomery<br>University Guests<br>Institute Counsultants<br>Institute Staff<br>Other Guests |
| 8:30-8:45 p.m. | Announcements.....Dr. Vanik S. Eaddy |

Monday, April 6, 1970

| | |
|---|---|
| 8:00-11:30 a.m. | FIRST GENERAL SESSION<br>Dr. Richard A. Baker, Presiding |
| 8:00-8:30 a.m. | Registration Continued |
| 8:30-9:00 a.m. | Overview of Institute<br>Dr. Vanik S. Eaddy |
| 9:00-9:30 a.m. | Institute Evaluation<br>Dr. John Coster |
| 9:30-10:00 a.m. | Break |
| 10:00-11:00 a.m. | Keynote Address - "The Changing Educational Needs of Rural People"<br>Dr. C. E. Bishop (Audio taped presentation with slide projection)<br>Introduced by Dr. John Coster |
| 11:00-11:30 a.m. | Reaction to Keynote Address<br>Moderated by Dr. John Coster |
| 11:30- 1:00 | LUNCH |

Monday, April 6, 1970 (Cont'd)

| | |
|---|---|
| 1:00-3:45 p.m. | SECOND GENERAL SESSION<br>Mrs. Eva Carr, Presiding |
| 1:00-2:00 p.m. | Presentation - "Socioeconomic Changes in the Rural Environment"<br>Dr. Selz Mayo |
| 2:00-2:30 p.m. | Reaction to Dr. Selz Mayo's Presentation |
| 2:30-3:00 p.m. | Break |
| 3:00-3:30 p.m. | Highlights of Institute II<br>Dr. Ed Kurth |
| 3:30-3:45 p.m. | Presentation of Data for the Simulated Situation<br>Dr. Richard A. Baker |
| 3:45-4:00 p.m. | Organization of Work Groups<br>(Movement to meeting areas) |
| 4:00-5:00 p.m. | Work Group Session I--<br>Orientation of Participants to Work Group Organization |

Tuesday, April 7, 1970

| | |
|---|---|
| 8:00-11:30 a.m. | THIRD GENERAL SESSION<br>Mr. Thurston L. Faulkner, Presiding |
| 8:00- 9::00 a.m. | Presentation - "Organization and Administration of Vocational Education in Rural Areas"<br>Dr. Gordon Swanson |
| 9:00- 9:30 a.m. | Reaction to Dr. Gordon Swanson's Presentation |
| 9:30-10:00 a.m. | Summary - First and Second Reports of the National Advisory Council on Vocational Education<br>Presented by Dr. Jack Michie |
| 10:00-10:30 a.m. | Break |
| 10:30-11:00 a.m. | Summary - "Review and Synthesis of Research on Vocational Education in Rural Areas"<br>By Dr. Eugene Griessman & Dr. Kenneth Densley<br>Presented by Dr. Kenneth Densley |
| 11:00-11:30 a.m. | Highlights of Institute I<br>Dr. Denver B. Hutson |
| 11:30- 1:00 | LUNCH |

Tuesday, April 7, 1970 (Cont'd)

| | |
|---|---|
| 1:00- 2:30 p.m. | Work Group Session II |
| 2:30- 3:00 p.m. | Break |
| 3:00- 5:00 p.m. | Work Group Session III |

Wednesday, April 8, 1970

| | |
|---|---|
| 8:00-11:30 a.m. | FOURTH GENERAL SESSION<br>Miss Ruth Stovall, Presiding |
| 8:00- 9:00 a.m. | Presentation - "Current State of Vocational Education in Rural Areas"<br>Dr. Roy Dugger |
| 9:00- 9:30 a.m. | Reaction to Dr. Roy Dugger's Presentation |
| 9:30-10:00 a.m. | Progress Reports of Work Group Sessions (Group Leaders) |
| 10:00-10:30 a.m. | Break |
| 10:30-11:30 a.m. | Progress Reports of Work Group Sessons(Cont'd) |
| 11:30- 1:00 | LUNCH |
| 1:00- 2:30 p.m. | Work Group Session IV |
| 2:30- 3:00 p.m. | Break |
| 3:00- 5:00 p.m. | Work Group Session V |

Thursday, April 9, 1970

| | |
|---|---|
| 8:00-10:00 a.m. | Work Group Session VI |
| 10:00-10:30 a.m. | Break |
| 10:30-11:30 a.m. | Work Group Session VII |
| 11:30- 1:00 | LUNCH |
| 1:00- 5:00 p.m. | FIFTH GENERAL SESSION<br>Mr. Hubert F. Worthy, Presiding |
| 1:00- 2:00 p.m. | Audio Tape Summary - "A Guide to Educational Innovation"<br>By Dr. Ronald G. Havelock<br>Presented by Dr. Everett D. Edington |
| 2:00- 2:30 p.m. | Break |

Thursday, April 9, 1970 (Cont'd)

| | |
|---|---|
| 2:30- 3:00 p.m. | Commitment to Action<br>Dr. Richard A. Baker |
| 3:00- 5:00 p.m. | Final Reports of Work Group Chairmen |

Friday, April 10, 1970

| | |
|---|---|
| 8:00-11:30 a.m. | SIXTH GENERAL SESSION<br>Dr. James W. Selman, Presiding |
| 8:00- 9:00 a.m. | Panel of Work Group Chairmen<br>(Participant reaction to presentations of work group reports) |
| 9:00-10:00 a.m. | Institute Evaluation<br>Dr. Joe Clary |
| 10:00-10:30 a.m. | Processing of Travel Vouchers<br>Mr. Herman Todd |
| 10:30 a.m. | ADJOURNMENT |

APPENDIX E

NATIONAL INSERVICE TRAINING MULTIPLE INSTITUTES
FOR VOCATIONAL AND RELATED PERSONNEL IN RURAL AREAS

INSTITUTE EVALUATION INSTRUMENTS

TO THE PARTICIPANT:

We solicit your cooperation in helping us to evaluate this institute. The evaluation of the institute consists of two forms to be administered prior to the start of the institute, and three forms to be administered at the end of the institute. Form 1, which will be administered at the beginning and again at the end of the institute, solicits your opinions about vocational education. Form 2, which deals with general beliefs, also will be administered at the beginning and again at the end of the institute. Form 3, which seeks your opinion regarding the conduct of the institute, will be given only at the end of the institute.

Please provide the following information about yourself. BE ASSURED THAT ALL RESPONSES WILL BE TREATED CONFIDENTIALLY. Only the evaluator will see your paper. The responses will be summarized and used in the interim and final reports. SINCE WE ARE NOT ASKING YOU FOR YOUR NAME, PLEASE BE SURE TO INCLUDE YOUR DATE OF BIRTH SO THAT WE CAN PAIR YOUR PRETEST WITH YOUR POSTTEST.

Institute: _____ Date: _____

Sex: _____ Date of Birth: _____

State: _____

Position: _____

Highest Degree Obtained: _____

Vocational Field:

_____Agricultural Education
_____Business and Office Education
_____Distributive Education
_____Health Education
_____Home Economics
_____Industrial Arts
_____Technical Education
_____Trade and Industrial Education
_____Guidance
_____Other (Specify) _____

FORM 3

NOTE: Please Do Not Sign Your Name

Key: SA (Strongly Agree), A (Agree), ? (Undecided), D (Disagree), SD (Strongly Disagree)

| | | | | | | |
|---|---|---|---|---|---|---|
| 1. | The objectives of this institute were clear to me. | SA | A | ? | D | SD |
| 2. | The objectives of this institute were not realistic | SA | A | ? | D | SD |
| 3. | The participants accepted the purposes of this institute. | SA | A | ? | D | SD |
| 4. | The objectives of this institute were not the same as my objectives. | SA | A | ? | D | SD |
| 5. | I have not learned anything new. | SA | A | ? | D | SD |
| 6. | The material presented seemed valuable to me. | SA | A | ? | D | SD |
| 7. | I could have learned as much by reading a book. | SA | A | ? | D | SD |
| 8. | Possible solutions to my problems were not considered. | SA | A | ? | D | SD |
| 9. | The information presented was too elementary. | SA | A | ? | D | SD |
| 10. | The speakers really knew their subject. | SA | A | ? | D | SD |
| 11. | I was stimulated to think about the topics presented. | SA | A | ? | D | SD |
| 12. | We worked together well as a group. | SA | A | ? | D | SD |
| 13. | The group discussions were excellent. | SA | A | ? | D | SD |
| 14. | There was little time for informal conversation. | SA | A | ? | D | SD |
| 15. | I had no opportunity to express my ideas. | SA | A | ? | D | SD |
| 16. | I really felt a part of this group. | SA | A | ? | D | SD |
| 17. | My time was well spent. | SA | A | ? | D | SD |
| 18. | The institute met my expectations. | SA | A | ? | D | SD |
| 19. | Too much time was devoted to trivial matters. | SA | A | ? | D | SD |
| 20. | The information presented was too advanced. | SA | A | ? | D | SD |
| 21. | The content was not readily applicable to the important problems in this area. | SA | A | ? | D | SD |

22. Theory was not related to practice. SA A ? D SD

23. The printed materials that were provided were very helpful. SA A ? D SD

24. The schedule should have been more flexible. SA A ? D SD

25. As a result of your participation in this institute, do you plan to modify either your present or future work? YES_____ NO _____

If YES, please describe the nature of the most important of such modifications and the activities which will be affected.

_____

_____

_____

26. As a result of your contacts with the participants and consultants at this institute, have you decided to seek some continuing means of exchanging information with any of them, i.e., to establish some continuing relation with a participant(s) and/or consultant(s), for the purpose of information exchange?

YES _____ NO _____

If YES, what types of information can the consultant or participant contribute that would be helpful to your work?

_____

_____

_____

27. To what extent were the objectives of this institute attained? _____

_____

_____

_____

28. In your opinion, what were the major strengths of this institute? __

_____

_____

_____

29. In your opinion, what were the major weaknesses of this institute?

_____

_____

_____

30. If you were asked to conduct an institute similar to this one, what would you do differently from what was done in this institute?

_____

_____

_____

31. Additional comments about institute. _____

_____

_____

_____

_____

_____

32. If you had it to do over again would you apply for this institute which you have just completed? YES_____ NO _____ UNCERTAIN_____

33. If an institute such as this is held again would you recommend to others like you that they attend? YES_____ NO_____ UNCERTAIN_____

APPENDIX F

ELEMENTS OF RURAL VOCATIONAL EDUCATION
MODEL DEVELOPMENT

1. Design

   a. Description
   b. Conditions of Implementation

2. Objectives (Specified in terms of the development of students who complete the program)

   a. Contributions to Personal Development
   b. Contributions to Community Development
   c. Performing Ability of Graduates
   d. Attitudinal Change of Students
   e. Other

3. Administration, Supervision, and Staffing Patterns

   a. Administrative Organization
   b. Supervisory Activities
   c. Staffing Patterns
   d. Procedure for Evaluation
   e. Scheduling
   f. Other

4. Instructional Program

   a. Vocational Guidance
   b. Curriculum
   c. Work Experience
   d. Other

5. Human, Physical, and Financial Resources for Implementation

   a. Personnel Needs
   b. Facilities Required
   c. Initial Cost
   d. Operational Cost
   e. Other

APPENDIX G

WORK GROUPS

1. Vocational Education for Kindergarten Through Eighth Grade
   Dr. Robert W. Montgomery, Leader.

2. Consolidated Secondary Vocational Education Program
   Dr. Richard A. Baker, Leader.

3. Isolated Secondary Vocational Education Program
   Dr. Vanik S. Eaddy and Dr. James W. Selman, Leaders.

4. Vocational Adult Education
   Dr. Harry E. Frank and Mr. William C. Clayton, Leaders.

5. Post-Secondary Vocational Education Program
   Dr. E. B. Moore and Dr. Warren L. Leffard, Leaders.

6. Rehabilitation Services in Rural Vocational Education
   Mr. Robert H. Couch, Leader

APPENDIX H

Institute Number _____

STATEMENT OF INTENT

Name of Participant _____

Directions: Each participant in this institute is asked to develop a statement of intent and a general plan for a project, program or service he will seek to initiate as a result of participation in this institute. If possible, develop this in time to present it to your work grroup for critique and suggestions. Seek suggestions and assistance from the institute staff and consultants.

Please prepare and leave a copy of this form with the institute director at the close of the institute. Two copies will be typed and mailed to you as soon as possible. You should present one of these to your State Director of Vocational Education for his information.

APPENDIX H

SUMMARY OF SELECTED STATEMENTS OF INTENT

Described in summary fashion are selected statements of intent prepared by institute participants as tangible evidence of plans for modifying programs of vocational education. The anonymous declarations were included to provide an indication of the extent of proposed changes. The choices presented represent each of the respective work groups comprising Institute III.

Kindergarten Through Eighth Grade Program

1. In committing myself to a course of action as a result of this conference I have chosen the area of grades 1 through 5. It is in this area I will try to develop a better unit of instruction keyed to the world of work.

   This program will bring three elementary teachers together with two vocational teachers, in a six weeks summer workshop. At the workshop the teachers will develop an instructional packet, in graphics and building construction for the grade level the elementary teacher teaches. Each elementary teacher will also work through the course they design. They will learn to use the tools and equipment they will be teaching with. A mobile shop lab, which can be pushed into the room, will be built and equipped. These labs will be for the areas of building construction (wood) and graphics (drafting and printing). Three schools will be used in this experimental program. Each school will be committed to a three-year effort. A teacher workshop will be held each summer. Supervision will be provided to the teacher. Sufficient funds will be provided by the State. Continuous evaluation will be conducted. The need for this program has already been planned and two school districts are presently writing up the project.

2. The following suggestions and questions are noted specifically for consideration by the Agricultural Education section of the Department of Education. Possibly they may also hbe considered by other segments of the Vocational-Technical Education Division.

   a. Suggestions and Questions:

      (1) Since making a vocational choice is a long process, added emphasis may be needed in the elementary grades in providing students with information about and experience in occupations.

      (2) Are rural disadvantaged and handicapped persons being identified? Can we and are we structuring training programs which will prepare them for employment?

   b. Proposed Project:

   Assist a selected school to develop a course for eighth, or seventh and eighth grade students in ORIENTATION TO OCCUPATIONS

(1) School enroll one (or more) class of 20-25 students
(2) School provide instructor who has vocational-technical training
(3) School schedule craftsmen or trades persons to meet class a number of times. Occupations such as following to be included: farm machinery technicians; electricians; veterinarians; carpenters; cosmotologist; forester; secretary; file clerk; teacher; radio and television serviceman; dentist; machinist; etc.
(4) Provide opportunity for students to spend some time with some of the above in on-the-job situations.
(5) Providing financing through exemplary or regular vocational funds.

3. It is my intent to present to the State Director of Vocational Education the ideas and resource materials received from this Institute in the area of Vocational Education in grades K-8. I believe that our state should make an effort to establish pilot programs utilizing the middle school concept of occupational exploration. This could possibly be substituted in the high school standards in addition to the present requirements concerning pre-vocational or industrial arts education. After establishing the middle school concept, the state should initiate a pilot program of occupational exploration in grades K-6 patterned after the Cobb County, Georgia and/or Lenoir County, North Carolina systems with some modifications.

   I will encourage the initiation of the above outlined intent.

4. My enthusiasm for vocational education in the elementary school has grown after having participated in this Institute.

   I plan to utilize many ideas, suggestions, and information received while participating in Institute III, National Rural Vocational Education.

   I was a member of Work Group Number One in developing a model for vocational education for kindergarten through eighth grade. I served as chairman of the committee responsible for formulating objectives for this mode. I plan to use some of these objectives in our model.

   We are in the process of developing a model career exploration program in four elementary schools of ... I am principal of one of these four schools. I plan to use information received in this Institute at our school.

   I am carrying numerous recource materials obtained here back and share these materials with others assisting with the development of our Career Exploration Program.

Several participants in our work group shared classroom activities that teachers in their schools were doing in vocational education. I listed these and plan to carry these back and share with teachers on my staff. I also plan to continue contact with resource persons at this Institute.

I feel that the information I received and the experience of having participated in this Institute will better equip me to contribute more to our model in ... County, Georgia.

I enjoyed the Institute and appreciated the opportunity to participate in it.

5. Implement a vocational information program from K to 6 grade.

Starting with the school year 1970-1971, our school district will implement the non-graded type of school curriculum from grades first through sixth. Our plan is to schedule classes on a departmental basis. Since pupils will have the opportunity to take classes with various teachers during the day, the introduction of vocational information units should be a simple operation. The human resources presently available will not be sufficiently prepared to effect major results, but through workshops and help from the state level, a concrete plan should emerge by 1972. Through a continuous evaluation, changes and improvements will be effected as the need arises.

Comprehensive Secondary Program

1. In those rural areas of the state that are not being served by an area vocational center and conditions are such they will not be served in the next three years, I am going to propose the following:

   a. Start some cooperative programs on the high school level, if training stations are available.
   b. Determine if it is possible for some students to be transported to another school for vocational education in those schools where it is presently being offered.
   c. See if some local business education courses can be upgraded to vocational level.
   d. Determine the possibility of a county or area-wide adult education program in Vocational Education.
   e. Vocational Education exploratory programs in junior high.
   f. I want to work out some proposals for pilot programs in these areas using the portable classroom laboratory idea and the possibility of using some equipment and facilities in business for training laboratories.

I want to propose a study to determine the social attitude and personal goals of students attending a rural area center and those students in a rural school who do not have an opportunity to attend an area vocational center. This has come up many times this conference and I think we need to find out if the area vocational center is contributing to the development of the underprivileged and to what degree.

In agriculture, I want to plan and develop adult education programs for those people that are already employed in the agri-business phase of agriculture that need retraining or the up-grading of their present skills.

Wherever possible, we could use the places of business as the laboratory where necessary.

This conference has caused me to give considerable thought to the K-8 grades exploratory programs in the world of work. A pilot program using the elementary teachers for this purpose. This will require in-service training of teachers for such a program to be successful.

A report of this conference will be given to the vocational education staff with some definite recommendations for a program of action.

2. I intend to offer my assistance to the administrators of the ... County School System to help them design comprehensive vocational education programs to meet the needs of the people. I hope to serve as a change agent with an input as a catalyst, a solution giver, and a process helper.

   My plan will be developed after I return to ... using the information which I receive from this institute and other sources. I need access to the reports from each of the six work groups.

   The first step will be the initiation of a series of discussions, or workshops that will lead to an explicit statement of goals for manpower development and for vocational education in ... County. Representatives from various segments of the educational community, industry, labor, and the legislative bodies need to be drawn into the process that must among other things, deal with such issues as the proportion of school districts to achieve efficiencies, the need for financial support, be it federal, state, or local and the means in which all educational institutions can be effectively coordinated.

3. It is my intent to initiate a secondary program in ... School district which will enable any student who desires it to have a saleable skill upon leaving high school.

   I propose to do this, using the career cluster approach, whereby the curricula in vocational and general education are combined with the purpose of helping each individual student meet his goal in career preparation.

   The result of this project would be a demonstration school that is truly "comprehensive" and provides for meeting the needs of rural youth.

4. I am convinced of the importance of a well-organized, coordinated guidance and counseling program as the prime basis for the successful operation of a Rural Vocatonal-Technical Center.

   Identification of trainees at an early age; information about the world of work; personal realization on the part of the student of his aptitudes, abilities, strengths, weaknesses, etc. are extremely important to meet student needs.

   Participating schools, teachers, local counselors, parents and administrators all must understand vocational-technical purposes for a properly coordinated and cooperative program.

   It shall be my intention to organize and promote a program of guidance through the Area Center to all participating schools, for the purpose of meeting student needs in all areas of education and training whether college bound or some field or vocational or technical training.

   Area Centers can fulfill a very common need in all schools to help available counselors, teachers and administrators provide proper guidance services.

   The task of obtaining cooperation and of coordinating the program to fit the full educational program will be the primary problem.

   Area training centers will never overcome the stigma attached to the idea of work and the worker as opposed to college education nor will training programs meet the needs of children until guidance and information is provided from the elementary levels on up through secondary education about skills, training, advantages of skilled employment, the dignity of work and until we restore the honor due the skilled accomplished worker.

   Until this is accomplished, the skills will suffer from a lack of competent people; training centers will continue to take bodies instead of well-placed students and the labor market will be full of misplaced, misguided people.

5. Use present vocational departments in three rural high schools to offer added vocational courses.

   Present vocational departments:
   - Agriculture
   - Home Economics
   - Business Education

   *Added Vocational Courses:

Agriculture - expand and equip for offering:
   - *Carpentry and Building Trades
   - *Automotive and Power Mechanics
   - *Electrical Occupations

Home Economics - expand and equip for offerings:
*Food and Clothing Services
Business Education - equip and train for offering:
*Distributive Education

Equipment would be purchased and placed in the present vocational teachers, retraining and upgrading present vocational teachers; or by using important citizens from the community.

Isolated Secondary Program

1. The first step I plan to take is to inform my superintendent of the accomplishments of the institute. In doing this I plan to explain and furnish a copy of the program which was presented in our group on the rural isolated school. This program will be outlined and explained to my superintendent as to the need of a complete vocational program in my county. I plan to discuss the model, which we developed, extensively as to what can be done immediately and to also make future plans as finances provide.

   I also plan to develop some means of relating to the people of my community the importance of new and complete vocational programs in ... county. I believe that if the people can be sold on the need of these programs, funds and support will be available.

   I would like to say that Institute III was most stimulating to me, gave a greater insight to me on the rural vocational needs of America and how to administer these needs to rural America.

   I would like to extend to you my appreciation for giving me this opportunity to attend a most informative conference.

2. I intend to assist some northern ... schools in opening vocational education programs (no current programs) or to modify the current limited offerings. These programs will be designed so they will not match traditional "services" but will be more beneficial to youth. This will be designed along the lines of the "Isolated School" groups project.

3. In ..., secondary level agricultural education is provided both in local schools and area occupational centers. At the junior-senior level agriculture specializes in five areas: Farm Production and Management; Ornamental Horticulture; Conservation; Agricultural Mechanization; and Conservation.

   The plan is to develop instructional modules in each course. These modules would be varying lengths depending on the units comprising it. A student would enroll at the center and indicate his training objective. The vocational guidance man would have a list of skills needed to perform this job. The student and counselor would then look at all modules in agriculture and select those providing the needed skills. During the two years the student would move through these modules.

The modules would be taught by the teacher who has the most skill and experience in those units involved.

A second idea is to try in a pilot program the interdisciplinary approach to providing pre-vocational skills and knowledge. This would teach basic skills and knowledge that includes present Industrial Arts Agriculture, and Home Economics curriculum at the ninth and tenth grade level. These modules of core clusters would be applicable to both academically oriented and occupational oriented. The occupational oriented students would have foundation skills and knowledge that would apply to all fields of occupational education (Agriculture, Home Economics, T & I, Business, Health) when the student specializes as a junior.

4. As a result of the work done by our group on Isolated Rural School Programs, I hope to develop a map-like plan for demonstrating to people in our 300+ small, rural high schools that comprehensive vocational education is possible even though they are all limited by funds, number of students, proximity to work experience opportunities, etc. This planning will be done in conjunction without Vocational Needs Analyst in the State Department of Education. Together we will create a ladder type plan for planning and providing needed vocational education for all students of all ages. Then we can present these to the administrators as we travel throughout the state!

5. We propose to develop a plan that will fit ..., a land of sparsity of population with towns located many miles apart. Thirteen school districts educate approximately 75% of the children. Our plan proposes the following:

   a. Knowledge of the world of work will begin on the kindergarten level and go through the twelfth grade.
   b. Actual practice in the field will begin in the junior high school when exploratory courses will begin.
   c. Ninth and tenth grade - intensive vocational and academic counseling coupled with a rotating cluster system of exploratory course taught by Industrial Arts teachers.
   d. Eleventh and twelfth grades - choice of specialization with permitted lateral movement to facilitate those whose goals demand it. Real vocational specialization will be in modules of fifteen minutes usually taking up half of the regular school day.
   e. Basic concepts include continuous progress idea coupled with modules scheduling, team teaching, with slanted academic courses. All courses are scheduled on the basis of behavioral objectives with progress measured in terms of progress made. This necessitates a "spin out" technique.

6. My intent is to plan, develop, and conduct a more complete program of vocational education in the ... public school. The specified plan (depending upon final administration approval) would involve a sharing of high school vocational-agriculture and vocational shop classes organized on somewhat of a cluster basis with each school offering the courses to which its facilities are best suited.

This combination would also involve transportation between the two schools involved, transporting students only if instructor travel would not fit into the scheduling plan. The sharing of vocational classes would be done primarily at the eleventh and twelfth grade level, with ninth and tenth grade classes being general or pre-vocational in nature. The present adult instruction in agriculture would be extended to include both schools. Hopefully, more vocational exploratory work will also be initiated at the elementary, seventh grade, and eighth grade levels With some success in using this arrangement, it is hoped that this combination can later include Business Education, Office Practice, other secondary vocational courses, and more adult vocational classes.

Vocational and Adult Education

1. It is planned to develop a proposal for an education center in ... County School District that will aid the disadvantaged and handicapped members of the community and upgrade their education to make them more employable and self-sufficient.

   Involved in the center would be facilities ranging from Adult Basic Education to post-secondary.

   Essential components of the center would be:

   a. Counseling and guidance
      (1) testing
      (2) evaluation
      (3) placement
   b. Instruction
      (1) individual prescribed instruction
      (2) GED preparation
      (3) GED testing
   c. Recruitment of students
      (1) venturing into the community
      (2) public relation program

   The Center should also be available for day-time students in vocational education.

2. I had a definite need for a model to follow in developing adult programs. I feel that under the leadership of Dr. Frank in Group IV we developed such a model and I already have plans to place the model in action immediately upon return to my home. Of course there will be some modification but this can be done without any problems.

3. Develop a system to incorporate the concept of individual instruction for adult vocational students. System to make maximum use of audio-visual materials, material management thereby allowing students to enroll at any time and progress at their own pace.

4. Intent

a. Assist in the development of adult programs on an area basis in cooperation with Agriculture Extension Service and other interested agencies.
b. Work with other services in Division of Vocational-Technical Education of the Vocational-Technical State Education Department to make available vocational education to isolated rural areas.
c. Help develop a plan that will result in a better program for the handicapped and disadvantaged in rural areas.

Post Secondary Schools

1. A Program of Vocational Education for Small Schools in Central...

a. THE PROGRAM: Traditionally, small schools in rural areas have offered meager, if any, vocational-technical education programs. Continued rapid technological advancements, and the development of the ... river, indicate greater change in central ... The problem is how small rural schools with limited resources, facilities, personnel and great distance, can provide the education that is needed to prepare young people for life in the "space age" and especially to stay in ...

b. THE PROPOSAL: A cooperative regional program of vocational-technical education could be developed involving a multiple county area of my state. Because of a previous program this multi-county community consisting of 20,000 people has been prepared for this type of activity.

c. THE PROCEDURE: Grass roots involvement and local participation in planning is necessary to assure acceptance and enthusiastic participation. Local talent, including personnel from the schools, businesses, industrial and agricultural community will be needed and solicited. "Cooperation is the key to success."

The concept would be to utilize mobile classrooms, labs or units to share equipment and services, at the high school level:

(1) Continue Vocational Agriculture, Home Economics, Business Education and Industrial Arts in schools with qualified instructors.
(2) Initiate instruction in other schools with dual enrollment, itinerant teachers, mobile units or occasional bussing.
(3) Utilize local talent where available (i.e. agricultural specialists, industrial, and commercial people) to supplement and enrich vocational-technical programs.
(4) Regular class sessions will be part of the school curriculum with evening classes for adults.
(5) On-the-job training with business to give apprentice training.

2. My work in a four-year institution is primarily with two year students seeking vocational education and work skills as well as technology. Most students are from rural sections and need special assistance in the vocational subjects. I am planning to initiate a new program for these poople that will provide work skills and job opportunities, therefore permitting them to earn while they complete additional college work which could lead to the associates or B.S. Degree in Technology. The experiences of this institute have strengthened my position in this undertaking.

3. I intend to do two things as a direct result of this Institute.

   a. I am going to initiate an effort to have the present counselors in the high schools of the area served by the area vocational school become better vocational counselors.
      (1) To do this I plan to provide some in-service training classes for counselors of the area.
      (2) The state specialists for vocational counseling will be contacted to provide the instruction in cooperation with the state teacher trainer.
      (3) The superintendent and principals of the schools, where the counselors are working, will be contacted to allow for the released time and travel for the training.
      (4) The training will be designed to train counselors in what vocational opportunities are available to students, and the costs, and benefits, of such training.
      (5) The courses will be held at the area center so that counselors will become well acquainted with the opportunities of the area center built to serve their students.
   b. I plan to determine what is necessary, and to take the action necessary to allow credits received by vocational students to be transferred to degree granting institutions.
      (1) The state department will be contacted to determine what obstacles must be overcome.
      (2) Contact the persons who might be influential in accomplishing this task.
      (3) Meet with the controlling bodies to present the problems and seek solutions.
      (4) Obtain agreement with schools that are offering parallel courses, to those offered at the vocational-technical centers, that students might move freely from one program to another without loss of credit for work completed.

4. I considered Institute III to be well organized and very beneficial. Having been involved in administration of a post-high school vocational, technical school in a rural area for approximately four years, I had already experienced many of the things that were discussed at the conference. However, each general session provided me with some information and re-confirmed my outlook for the future of rural America.

As a result of the conference I more clearly see the importance of meeting vocational, technical and adult educational needs of all segments of our rural population. Also the need for more carefully long-range planning as it pertains to part and full-time occupationally oriented programs. It would be my plan to guide District 3 in ... towards the goal of providing vocational and technical education to its resident citizens and others who plan to seek employment in the district, the state, or the region. I am sure that a non-industrial rural district will develop into an industrial rural district once trained manpower is available. We have seen evidence of this and will see more. We must also realize that some of our trained citizens must leave our district to seek employment until such time as jobs are available here. There is evidence to prove that the majority of people raised in a rural district seek to become employed there either immediately or at a later date.

Rehabilitation Services for Handicapped and Disadvantaged

1. Special attention will be directed to staff study of the pre-service program in teachers education for vocational education for the purpose of ascertaining areas of increased emphasis for improving and expanding opportunities in vocational education for persons in rural areas--with particular emphasis upon programs for disadvantaged and handicapped.

   I, along with the teacher education staff in vocational education, will lend assistance to the state vocational staff (administrators and supervisors) in planning, initiating, and carrying out programs designed to serve rural people, with emphasis upon serving the disadvantaged and handicapped.

   The teacher education staff will be available during the summer of 1970 to assist the state staff in one-week in-service training workshops for teachers, designed to develop professional competencies in planning, initiating, and carrying out orientation, exploratory, and vocational training programs for persons with special needs.

   A 16-week seminar (workshop) will be offered during the fall semester for teachers, counselors, principals and others involved in vocational education. The course will be offered at a vocational-technical school which serves an economically depressed area of the state. The participan s will be encouraged to develop and initiate plans for an intensified effort to modify, improve, and expand present programs or develop new programs. It is anticipated that guideline booklets may be developed to assist teachers in program planning, development, and evaluation.

   Graduate courses, with special emphasis upon programs for the disadvantaged, will be offered on campus and at off-campus centers during the coming year.

Guidance personnel at the university will be consulted in planning new courses and in course revision relevant to matters affecting programs for youth and adults in rural areas, particularly those with special needs (disadvantaged or handicapped).

2. I plan to take the model developed in Group 6 and work with the director of handicapped and disadvantaged programs. If, and when, programs are developed, I will have the staff in the Instructional Materials Laboratory to develop new materials and modify existing materials to meet the needs (to be used) of the disadvantaged and handicapped.

   The second step will be to hold workshops for teachers of this group to help them determine ways of using the instructional material developed for them.

3. For purposes of State Department of Education leadership in vocational education, ... is divided into three regions. The RCU (I am a member of the RCU) will conduct three workshops, one in each region, on disadvantaged and handicapped program planning. The workshops will be two and a half day sessions in each region, and will be attended by Deans of Doctoral Education programs in colleges, Directors of Vocational Education in county offices of education, and local school districts.

   Models (from group 6) from this conference will be distributed as starting points in the planning of each local program.

4. I will propose a plan of action for Vocational Education on the local level in the total school system in ... County. The individual and his needs are the most important factors in any programming.

   Attitudinal motivational programming is a "must" in the total program and the plan of action must be geared to individual indifferences.

   I have developed a plan of action in my "Rural Type" Occupational Industrial Center. OIC's operations constitute a new approach in reaching the so-called disadvantaged. As a result of this Institute, I will be able to enlarge on my program of action. I hope that the State Education and/or the State Vocational Education Department would relate more to the needs of the disadvantaged. This plan of action will "stress" job development and more job placement for all.

   My developed philosophy is that the worth of this Nation is found in the total development of each individual's God-given talents. Thank you for giving me this opportunity!

5. It is my intention to give assistance to school districts on a statewide basis and especially in the rural areas, to modify and strengthen present programs and develop new programs as needed, that will aid the disadvantaged and/or handicapped individual to achieve an occupational objective. This will include:

a. The development of a cooperative relationship with local and state agencies and organizations who are interested in the welfare of the disadvantaged and handicapped individual such as:
   Vocational Rehabilitation
   Special Education
   CAMPS
   Community Action Agencies
   Adult Basic Education
   Directors of Correctional Institutions
   Mental Health Agencies and Others - (Community Involvement)
b. Working closely with vocational guidance counselors in identification, individual scheduling and instruction.
c. Curriculum development for individual, modified or special programs.
d. Development of special instructional materials for disadvantaged students.
e. Orientation to work programs that include personnel development and social skills courses.
f. Demonstration projects where feasible.
g. Evaluation procedure.

APPENDIX I

SUMMARY EVALUATION

In addition to the evaluation presented in the text of this report, the Center for Occupational Education at North Carolina State has conducted a more extensive evaluation of the entire multiple institutes program which is contained in the National Inservice Training Multiple Institutes for Vocational and Related Personnel in Rural Areas Final Report.

The summary evaluation was designed to determine whether the objectives of the multiple institutes program were attained. The objectives of the program implied that the following behavioral changes would take place in participants of the institutes.

1. The institute participants should view themselves as more capable of bringing about change at the end of the program than they did at the beginning of the program.

2. The institute participants should have more positive attitudes toward vocational education in rural areas at the end of the program than they had at the beginning of the program.

3. At the end of the program the participants should view the institute as having met its stated objectives.

4. After the participants leave the institute they should use the information obtained in the institute to bring about changes within the communities and states represented by the institutes.

To assess the attainment of the first objective, Rotter's Internal-External scale was administered to measure the extent to which the participants feel that they have the ability or skill to determine the outcome of their efforts to bring about changes in vocational education in rural areas. The instrument was administered at the beginning of each institute and again at the end of the institutes to measure changes in participants' perception of their ability to bring about changes in vocational education in rural areas.

To measure the attainment of the second objective, an attitude scale was constructed to measure general attitudes toward vocational education in rural areas. The attitude scale, Attitude Toward Vocational Education in Rural Areas, was tried out on a representative sample of participants to establish its reliability. The instrument was administered at the beginning and again at the end of the institute to measure changes in the participants' general attitudes toward vocational education in rural areas.

To measure the attainment of the third objective the Formative Evaluation Measure was administered at the end of each of the institutes. The Formative Evaluation Measure provided a measure of the participants' evaluation of the program. The instrument included such items as the extent to which the objectives of the institute were clear and realistic, the extent to which the participants accepted the purposes of the institute, whether the participants felt that solutions to their problems were considered, whether the participants were stimulated to talk about the topics presented, etc.

To measure the attainment of the fourth objective, follow-up interviews were conducted with a sample of participants in 40 states, using a partially structured interview guide which has been used by the principal investigator in the evaluation of other conferences and institutes. The interview guides were structured to ascertain the extent to which the participants have implemented the project, program or service which they planned during the institutes.

In addition, the State Directors for Vocational Education in the 40 states were interviewed, using a specially prepared interview guide, to assess their perceptions of the impact of the institutes on changes in the vocational education program in rural areas. The interviews with State Directors will be directed primarily toward the assessment of the efficacy of the strategies for effecting changes which are to be developed as part of the project.

APPENDIX J

# AN EXEMPLARY PROGRAM FOR OCCUPATIONAL PREPARATION IN SELECTED AGRICULTURAL AND INDUSTRIAL ACTIVITIES FOR SMALL HIGH SCHOOLS IN UTAH

Jed W. Wasden

## Introduction

As one thinks of the basic purposes of modern education and contemplates the great variety of offerings available to young people in school, it seems almost trite to say that educators in general are recognizing the need for preparing young people for the world of work--yet it is true. However, this has not always been true because in the old tradition of liberal arts it was not considered respectable for an individual to use his education to make a living. A few traditional academic educators still cling to the old views, but times have changed and it is now almost imperative that anyone desiring to enter the labor force receive education and training for the kind of work he or she intends to do. Another important item is that because of the need for more vocational education than has been offered in the past the Federal Government is providing much greater sums of money for this kind of training than they have ever done before.

The importance of work education is shown by the fact that the National Committee on Secondary Education, appointed by the National Association of Secondary School Principals, has prepared a publication entitled "Educating for Work."[1] In this publication the committee presents ten conclusions which have to do with vocational education. They are as follows:

1. The public educational system has a basic obligation to aid the preparation of all young people for effectiveness in the world of work.

2. Many traditional definitions and requirements of vocational education need to be modified to allow for expansion and variation.
   a. The numbers reached must be greatly increased
   b. The levels reached must be extended
   c. The areas of work covered by vocational offerings must be expanded, and changed when necessary to reflect changing job opportunities and requirements.

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[1]"Educating for Work," Dale C. Draper and A Statement by the National Committee on Secondary Education, pp. 109-115.

3. The development of vocational competence involves much more than what is generally called occupational, vocational, or technical education.

4. Vocational education must avoid too-exclusive emphasis on the building of a specific set of skills.

5. Great care should be exercised to protect and strengthen each students' general and liberal education.

6. Special efforts are necessary on behalf of a sizable marginal group of students.

7. Schools must build a greater range of resources and capabilities into their programs to provide instruction and services needed by the range of students now in school.

8. For the achievement of these multiple objectives the comprehensive high school generally provides a good setting.

9. Planning for vocational education should be comprehensive.

10. There is great need for research on every facet of the preparation of youth for vocational effectiveness.

Careful scrutiny of the above conclusions shows the concern of this group for the students' general and liberal education. Perhaps this is a carry over from the old tradition, but actually it is an important consideration and one which vocational educators have not always emphasized as much as they should. Differences of opinion have existed frequently between general and vocational educators concerning the amount of time which should be devoted to general education and what the content of general education should be. There is ample evidence to show that regardless of what the best time distribution may be, the educational training of all workers must include adequate general education along with job preparation. The content of the general education is also very important because some of the things which have been taught under this heading in the past have not been very palatable to vocational education students. Apparently, vocational educators must provide for more general education in the total training program than they have in the past and the general educators must realize that general education alone does not provide all the education needed for the world of work. Some writers in the field now are advocating that the general education should be organized around vocations so that the greatest contribution possible is made to the vocational competence of the students. Although there are many differences of opinion regarding these matters, it does appear that efforts must be made to bring about the proper balance among all phases of the total education program. The Exemplary Program described in the pages which follow attempts to do this.

## Vocational Education Problems With Small High Schools

A major problem faced by present day educators is how to assist small high schools so that they can provide an adequate program of vocational education. In nearly all high schools academic type college preparatory programs have been emphasized and little has been done to provide good vocational education programs. The medium sized and large high schools have not been faced with this problem to the same extent as the small high schools, although they have been concerned with it. Within a small high school it is very possible that the students will have interests in a great variety of occupations, but because of the difficulty of offering classes for very small numbers of students, and also because of the expense involved, it is almost impossible for the small high schools to provide much vocational education, especially in the industrial occupations. Utah has recognized this problem and the Vocational Division of the Office of the State Superintendent of Public Instruction is interested in developing a program that can be implemented in small high schools in order to provide a much borader offering than most of them have had in the past.

A great deal of work has already been done in organizing and structuring a four year exemplary program for occupational preparation in selected agricultural and industrial activities for small high schools. The content of the program is drawn from the areas of industrial arts, trade and industrial education, and agricultural mechanics. The State Administrator of Vocational-Technical Education and the State Specialists concerned with the program as a whole or with essential parts of it have been involved in the work done so far and have agreed that the program should move forward.

## Objectives of The Program

The major, over-all purpose of the project is to provide improved programs of occupational preparation in the small high schools of Utah so that students from such schools may be better prepared than they presently are to enter industry or to continue their education and training at a post-secondary institution.

More specific objectives may be given as follows:

1. To provide more adequate curricular offerings in vocational-industrial education by combining common and essential educational activities drawn from industrial arts, trade and industrial education, and agricultural mechanics courses.

2. To select a few small high schools in Utah, who meet the necessary criteria, to conduct pilot programs in vocational-industrial education for small high schools.

3. To provide leadership for the program through the Vocational Division of the Office of the State Superintendent of Public Instruction.

4. To provide, in cooperation with the school districts in which pilot programs are conducted, the tools, equipment, and supplies needed to make the program successful.

5. To provide the necessary teacher education program so that teachers will be adequately prepared to conduct the new programs effectively.

6. To provide specialized supervision of the pilot programs so that they will have the greatest opportunity possible for success.

7. To assist the selected schools to prepare the physical facilities (industrial arts shops, agricultural mechanics shops, or both) in the manner needed to conduct successfully the pilot programs.

The General Nature of the Proposed Program

There are many kinds of vocational-industrial education courses which could be offered to meet the objectives of this project. However, it is impossible to offer a great variety of them in a small high school. Even though the interests of students may be many and varied and it would be desirable from their standpoint to have a great variety of offerings, it is not economically feasible to offer all of the types of work that students might desire. Recognizing this fact, a committee working in the preliminary phase of this project has selected the general areas of drafting, woodwork and building construction, metal fabrication, and power mechanics as the programs to be offered. The reasons for this selection are as follows:

1. All of these kinds of work are important in modern society. In fact, the total number of jobs related to these four areas of work represent a large and important segment to these four areas of work represent a large and important segment of the labor force, and there are usually ample opportunities for employment.

2. Many of the school shops in small high schools already have a considerable amount of the basic equipment needed to teach these courses. Most of them also have the building space needed.

3. Students generally have interests in one or more of these areas. Of course, some students may have interests and aptitudes in important industrial areas not herein represented, but in terms of the limitations under which small high schools operate it seems that these particular areas would serve the needs of more students than most others which might be selected.

It is anticipated that the first two years of the program, ninth and tenth grades, will be largely exploratory in nature. At the conclusion of this part of the program a student who is interested in obtaining additional training would select one or possibly two specialized areas in which he would get greater depth of training during the eleventh and twelfth grades. The organization of the courses into the total four-ear program is shown on the following page.

PROPOSED ORGANIZATION OF COURSES
IN
VOCATIONAL EDUCATION PROGRAM
FOR SMALL HIGH SCHOOLS

Ninth Grade (1 hour per day for 36 weeks) — Suggested Approximate Time

1. Planning and design (drafting) — 18 weeks
   a. Introduction, review, and preview
   b. Basic mechanicaldrawing
2. Woodwork and building construction — 18 weeks
   a. Planning and design
   b. Hand woodworking
   c. Machine woodworking
   d. Elementary building construction processes
   e. Elementary house wiring
   f. Completion and evaluation

Tenth Grade (1 hour per day for 36 weeks)

1. Metals fabrication — 18 weeks
   a. Planning and design
   b. Sheet metal
   c. Bench metal
   d. Welding
   e. Machine work
2. Power Mechanics
   a. Hydraulics
   b. Steam power
   c. Electric power
   d. Atomic power
   e. Auto and tractor mechanics
   f. Small engines

Eleventh Grade (2 hours per day for 36 weeks)

1. Introduction, review, and preview
2. Planning and design
3. Four or five programs would be carried on simultaneously for the remainder of the year. Students enrolled in the course would select their field of specialization and concentrate their efforts in that specialized field. The programs could well be the following:
   a. Drafting
   b. Building construction
   c. Metal fabrication--Primarily machine work and welding
   d. Power mechanics

Twelfth Grade (2 hours per day for 36 weeks)

1. Introduction, review, and preview
2. Planning and design
3. Continuation of the same kind of program as the second semester of the eleventh grade, or, if stations are available, students could work in a co-op program. In both eleventh and twelfth grades the work would be largely on an individualized basis.

Implementing the Program Through Pilot Schools

Because of the fact that this exemplary program for occupational preparation in selected industrial activities for small high schools is essentially a new program, it is not intended that all the small high schools of the state would implement it at the same time. Rather, the plans call for the selection of a few schools to serve as pilot institutions. The school districts and the high schools selected to implement the pilot programs should meet the following criteria:

1. The school district superintendent and the high school principal must have a keen interest in trying a new program such as this and in supporting it to the extent that it can be successful.
2. The teachers must be competent to teach the subject areas included in the program or must be willing to prepare themselves so that they will be competent. In addition, they must have an interest in the exemplary program and must do everything possible to make it successful.
3. The schedule of classes within a school must be such that students desiring the program will be able to register for it. Also, there must be enough students enrolled in the program to make it a fairly economic unit in the school system.
4. The physical facilities must be of such a nature that the space and equipment are adequate, or can be readily modified so that they are adequate, to accommodate the recommended program.
5. The school district must be in such a financial condition that it can furnish its share of the costs of the program. This would include its portion of:
   a. The teacher's salary
   b. The remodeling of the shop or shops
   c. The tools and equipment
   d. The supplies
6. If it is at all feasible, the community in which the pilot schools are located should have some industry related to one or more of the major areas offered in the training program.
7. The parents of the students who desire to enroll in the program should be willing to have their children engage in such a program and should be interested in supporting it so that it can be successful.

Perhaps it might be well to make a little further explanation about the seven points made above. In regard to number one, the fact should be recognized that a certain amount of experimentation will likely be essential in implementing a new program and in establishing it thoroughly. If the program is to succeed there must be understanding on the part of the administrators concerning the experimentation and certain changes that would result. This calls for the full support of the administrative personnel, otherwise, it is not likely that the program will be successful. If administrators believe in innovation in education, this can be a real boon to the teacher and those interested in seeing the program succeed.

There is no more important key to the success of any educational program than the teacher. Therefore, in relation to item two, the teachers who are selected to teach this program must have a keen interest in the kind of work being offered, they must be persons who enjoy teaching in small high schools, and like the administrators, they must be interested in innovative ideas in education. Also, these teachers should be interested in remaining in a school long enough to get the program well established and functioning properly. A frequent turnover among the teachers could be disastrous to the program. The teacher should also be versatile and preferably should have had some training in each of the vocational fields included in the total program. More will be said concerning the preparation of teachers under the heading of Workshop for Teachers in Pilot Schools.

One of the real problems in a small high school is that of having a sufficiently large number of students to justify offering certain courses or programs. One of the reasons for developing this exemplary program out of industrial arts, auto mechanics, and agricultural mechanics is to solve this problem of small numbers. Most small schools would still have sufficient students to offer at least one section of the ninth and tenth grade programs. If this were not true, a school could offer a ninth grade program one year and enroll both ninth and tenth graders, then the next year with the same students offer the tenth grade program. By offering three or four of the recommended programs in the eleventh and twelfth grades, there should be a sufficient number of students to make up a good class that can still be justified on an economic basis. Perhaps it should also be mentioned that eleventh and twelfth grade programs could be alternated or combined in case there were not enough students to offer them separately.

In regard to item number five, all persons involved in the exemplary occupational preparation program for small high schools must recognize the fact that it can be considerably more expensive than a regular classroom academic type program. In the past, this has frequently been a deterrant to the establishment of vocational programs or any other program that might be quite costly. The fact that this program may be fairly expensive should not discourage the school from accepting it because additional financial support from vocational education funds will be allotted to schools carrying this program, if such funds are needed. It should also be remembered that one of the major purposes of this program is to assist young people in preparing themselves for the world of work and a little additional cost may be fully justified in terms of the results obtained.

The persons who have been engaged in preparing the program have recognized the fact that additional equipment may be needed in all of the shops where the pilot programs will be conducted. Of course, the amount of existing equipment and that which may be needed to carry on the program will vary to a great extent in the different schools. This matter need not be one of great concern because it is anticipated that vocational educationfunds will be used in bringing the equipment up to an acceptable standard. Small tools and supplies will also be needed and plans are already under way to give assistance where needed in

furnishing them in sufficient quantity to operate the program satisfactorily. The proportion of the costs of the program to be borne by the school district and by the State Department of Education will be determined in consultation with the State School Office Personnel who have jurisdiction over the allocation of funds.

Plans for the workshop are fairly complete at the present time and it seems desirable to say that it is being planned as carefully and thoroughly as the exemplary program itself. The workshop will include ample opportunity for the teachers of the pilot programs to assist in developing the instructional materials for the program. This is done so that they will be familiar with all of the materials to be included in the various courses and will know how to use the instructional materials prepared. It is anticipated that a complete course of study will be prepared for each of the courses to be offered in the exemplary program. In addition, the teachers will be given special instruction in the skills and knowledge in the areas of drafting, woodwork and building construction, metal fabrication, and power mechanics.

Pertaining to item number six, an examination of the total four year program shows that during the eleventh and twelfth grades the plan calls for students to work in a cooperative type program where they will spend part of the day in school and part of the day on the job. When properly conducted, this type of activity has brought about excellent results. Therefore, it would be very desirable for the communities in which the pilot schools are located to have enough businesses and industries relating to the courses offered so that students can be placed in good training situations. In other words, if training in auto mechanics is to be given, there should be a garage in the town where students preparing for automotive work could get some practical experience. The same can be said for other phases of the program, namely, machine work, building construction, and drafting. The owners or operators of the businesses should be willing to cooperate with the school in the training of the young people.

Concerning item number seven, community support for an educational program is always very desirable and the attitude or opinion of the community comes largely from the parents comprising the community. With all the pressures there have been in recent years for all or nearly all young people to attend college, there may be some problems in gaining full support for vocational programs. The facts show, however, that a smaller percentage of young people from small communities attend college than from larger urban centers, especially where there is a four-year college or university. Also, the facts show that many young people enter college who would be much better off in a good vocational education program. Therefore, a good public relations program should be established so that parents will be informed concerning the nature of the program and what it can do for a great number of our young people.

## Workshops for Teachers in Pilot Schools

As stated in another part of this report, the teachers of the exemplary program for small high schools should have had some training in all of the vocational areas which are to be included. To expect them to be well trained in all of the areas is a bit unrealistic. Therefore, before any program is implemented into a high school there is to be a special workshop for the teachers of all the pilot programs. During the process of developing the suggested program it has been recognized that teachers will need special training for this particular program. Although it is hoped that they will already have acquired many of the skills needed, and many of them have, the program is different enough in its structure and its purposes that it is imperative that teachers receive adequate preparation for their assignments. The plan is that the teachers in the pilot schools will be selected in time for them to make preparation to attend workshop activities in Utah State University during the summer of 1969. These teachers will be placed on the payroll and will receive regular compensation for the time they are in the training period. The workshop is planned for a period of twelve weeks.

## Supervision of the Program

The total plans for this project call for careful supervision of the program in the pilot schools. Although much good can be accomplished through the summer workshop, as the programs are actually put into operation in the pilot schools there are bound to be some problems arise with which the teacher should possibly be given some assistance. Of course, it is anticipated that when these programs are functioning satisfactorily the supervision of them will be taken over by the regular staff of the Vocational Division of the Office of the State Superintendent of Public Instruction. In the beginning, however, additional specialized supervision should be given because the state specialists are extremely busy persons with many responsibilities and it is difficult, even impossible for them to devote a major portion of their time to any single aspect of their total responsibilities. They will be interested in the program and will follow it and give assistance, but additional supervison beyond that which the specialists can offer is anticipated so that the programs have that much better chance to succeed.

## Evaluation of the Program

A program of the kind being described here needs to be evaluated and so does the work of the students enrolled in it. Therefore, the plans for this project provide for both student and program evaluation.

Student evaluation will be done through quizzes, short tests, and major examinations; through observation of student interest and response; and by performance tests for skill. As part of the testing program it is planned to pre-test all students enrolling in the proposed program and then to test them again at the completion of the year's work in order to measure the gain made by them. Also, a few small high schools not conducting the exemplary program will be selected and students enrolled in the regular industrial arts, trade and industrial education, and agricultural mechanics programs will go through the same testing procedures in order to ascertain whether or not students in the pilot schools make greater gains than the others.

Plans for the summer workshop will provide time for the preparation of evaluative devices which the teachers can use in evaluating students' progress. Standardized tests will be used wherever practicable in measuring student gain and in comparing the differet groups mentioned above.

Further evaluation of the program will be made through the following means:

1. Interviews held with the superintendents of districts in which pilot programs are conducted.
2. Interviews with principals of the high schools in which the pilot programs are conducted.
3. By responses from students enrolled in the programs, probably through the use of a short questionnaire in which they will be able to express their opinions and make suggestions for improvements.
4. By calling a meeting for all of the State Specialists, and others involved, including the teachers of pilot programs, for an evaluative session.
5. By obtaining the opinions of parents who have had students involved in the program.

Summary

By way of summary, a list of significant items related to this exemplary program for occupational preparation in selected agricultural and industrial activities for small high schools in Utah is given. These items are as follows:

1. The kind of world in which young people live and in which they will live in the future makes it mandatory that the public school system provide them with the means whereby they may acquire a salable skill.

2. Students in small high schools are handicapped by not being able to receive occupational preparation in a wide variety of occupations.

3. The Vocational Division of the Office of the State Superintendent of Public Instruction recognized the need for something to be done to provide the students in small high schools with a better offering of vocational programs than they have had in the past. Therefore, an exemplary program, especially relating to selected industrial occupations has been planned. The planned program draws its content from the areas of industrial arts, auto-mechanics, and agricultural mechanics and organizes it into the major areas of (1) drafting, (2) woodwork and building construction, (3) metals fabrication, and (4) power mechanics. The first two years of the proposed program are largely exploratory in nature and the last two years permit the student to choose one of these areas and to receive considerable depth of training in it.

4. In order to implement this program it is to be conducted in the form of pilot programs in a few selected small high schools. In implementing the program in this manner the State Department of Education will:
   a. Provide funds for a special workshop to prepare the teachers who will be teaching the program in the pilot schools. In this workshop teachers will assist in working out the details for each course.
   b. Provide supervision for the pilot programs. This supervision will be specialized supervision for the project and will be beyond the regular supervision provided by the State School Specialists.
   c. Provide a list of tools and equipment specifying the minimum amount required to carry on the program. The equipment in each pilot school will be checked against this list and that which is needed to bring the school up to the standard set will be provided from school district funds and from vocational education funds through the State Department of Education on a cooperative basis.
   d. The same situation for supplies as that just described for equipment will also be effected.

APPENDIX K

# CAREER EDUCATION IN OREGON

LEONARD E. KUNZMAN*

## Introduction

Over the past several years considerable progress has been made in providing increased opportunities for youths and adults to train for employment, particularly in post-high school programs. Increasing attention has also been given to providing secondary students with information about careers, jobs, and employment.

Yet today, in a society oriented to higher education, one out of five Oregonians still does not finish high school, and only one in ten actually graduates from a four-year college. Most of the school curriculum (high school in particular) still is structured as though everyone is preparing for a career which requires a four-year college education.

School life has by-and-large been separated from real life, from real work, and from real community service. Our present approach to universal education has tuned out many young people. Bored, restless, disenchanted, they seek alternate avenues to fulfill their innate desires to learn and to experience.

On the positive side, many of the state's high schools have added or expanded occupational education offerings so that currently about one-fourth of the juniors and seniors are participating in occupational programs. Too, a number of schools are showing increased interest and activity in occupational exploration, interdisciplinary approaches to occupational instruction and other career-related programs. In post-high school occupational education, progress has been rapid through the development of a system of 12 community colleges in the last 10 years. In 1968-69 vocational instruction was provided for nearly 34,000 persons in preparatory and adult programs.

## Problem

While the gains made in providing career education have been significant, we still face a major dilemma in arriving at a comprehensive program. The problem is essentially two pronged:

1. How can secondary schools become preparatory institutions for all students?

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2. How can the total school curriculum be related to the real life goals of students so they are motivated while in school and also better equipped to choose, from among many alternatives, the direction they will take after high school, whether it is on-the-job training, apprenticeship, community college, private vocational school, or a four-year college?

Objective

The public schools in Oregon are responsible for providing every young person with educational opportunities that will enable him to develop to his full potential. The Oregon Board of Education has interpreted this to mean that schools have a three-fold objective: to help young people (a) discover their individual interests and abilities, (b) explore the many avenues of productive activity that might challenge and enlarge their individual talents, and (c) learn the wise exercise of freedom of choice, self-direction, self-discipline, and responsibility.

Proposed Accomplishments

Giving a new emphasis and a new look to "career" education will go a long way toward solving the problems that have been outlined. Because friendships, life style, community service, voting habits, citizenship, leisure time, and family life are all vitally affected by career choice, "career consciousness" can and should pervade teaching and learning and should seek to remove the distinction between vocational and academic subjects.

Persons are going to enter the labor force and produce the goods and services needed by society whether or not the public education establishment concerns itself with the task. Learning on the job, employer training programs, military training, private schools with full-time or part-time programs, training programs operated by other agencies of government -- these and other ways of entering employment will continue to contribute their share to the total effort.

In Oregon, we are building an approach aimed at the development of skills and understandings which relate to families of occupations. Selected occupations are clustered in logical groups in which the occupations are related because they have similar teachable skill and knowledge requirements. The implication is that most high school experiences will be centered upon the knowledge and skills common to the occupations which comprise a cluster, or family. This structure not only has a motivational effect but will prepare students for entry into a broad family of occupations rather than only one specific occupation.

To emphasize the stated objective, the career-cluster program will require the following major changes in our school system.

Accomplishment No. 1: Assuring that all instruction is relevant to the real life concerns of students so that they develop the basic skills, knowledges, and values that will be essential for success in any career they might choose.

Today, it is generally conceded that in order to engage the interest and desire to learn in all young people, we must find new ways to make learning "relevant," especially to those who do not come to school with the background and motivation of "the middle classes" for whom the schools are largely geared.

To achieve relevancy, it is generally conceded that we will need to emphasize two things:

1. It will be necessary to give general education a massive infusion of illustrations from the world of work.

   The vast majority of students in our schools need to have subject matter related to what concerns them in real life. Teachers at all levels must be trained and guided to plow up their subject-area fields and sow them with relevant materials. Beginning at the elementary level, they must bring into the teaching process examples of how the concepts, symbols, and language of their particular disciplines can be used in everyday life and, more particularly, in careers. Students must read about and write about something -- the world of work can well provide some of the most important topics.

2. We will need to find ways to pull out the relevant things that each subject has to offer to those who will not be specializing in the subject area field. Rather than requiring students to learn the information or facts that have been produced in each subject area, we need to seek ways to help the student learn to use the subject's "language" and methods as tools to solve his personal problems and to fulfill his responsibilities as a human being, citizen, parent, breadwinner, voter, and taxpayer.

Accomplishment No. 2: Providing all with ample opportunities to explore the knowledge, skills, technical requirements, working conditions, and political and social environments and responsibilities of each of the career fields that are open to them.

In order to achieve the second major objective of career education in Oregon's public schools, the staff of the Oregon Board of Education will work to implement:

1. Development of workable models (curriculum, resources, instructional techniques) that can be adapted by any school system to meet the needs of its students for exploratory experiences in the middle grades.

2. Universal adoption by Oregon school districts of an acceptable exploratory program that will:
   a. Explore the knowledge, environmental factors, and skills, common to the occupations which comprise a broad family of occupations rather than a necessarily limited list of unrelated occupations.

b. Enable all students to select a broad career cluster goal appropriate to their interests, abilities and aptitudes as a focal point of their high school experiences.

3. Cooperative efforts by the various subject areas, in particular Industrial Arts, Home Economics, and Social Sciences, to provide exploratory experiences for all career clusters.

4. Effective and extensive use of business and industry for exploration through selected work experience and observation.

Accomplishment No. 3: Providing guidance services adequate to assure that every young person gains expert help in assessing his personal interests, aptitudes and abilities, in making career choices, and in planning an appropriate educational program.

1. Development of a workable model (counselor-student ratios, counselor qualifications, materials and processes, follow-up and feedback) that can be adapted by any school system according to its specific needs.

2. Universal adoption by Oregon school districts of an integrated career counseling and guidance program that will:
   a. Place at the elementary level, major responsibility for preventive counseling (spotting behavioral problems and developing effective solutions) and orientation to the world of work (with initial emphasis on the development of positive attitudes toward all occupations during the elementary grade experiences).
   b. Place major responsibility at the secondary level, particularly at grades 7,8, and 9 for helping all students determine general, but tentative, career goals and life styles.

   Students at the high school level should not be expected to set specific career goals. But they should choose a broad field of interest, and the school and curriculum should be so structured that if a student wants to change even the broad area in which he is studying, he can do so with minimum frustration. Counselors should be oriented to thoroughly understand all programs so that they may work meaningfully with students in aiding them to make decisions consistent with interests and aptitudes.

   Educators and parents have probably worried excessively about the fact that students' goals change often. Goals will change. But this does not alter the fact that individuals work better and are more highly motivated when they have short-and long-range goals. Aimlessness is one of the plagues of secondary and college students.

   The significance of the career-cluster approach is that students need not set a specific career goal but a general goal. It is still possible to connect most of the secondary-school experiences to the general goal without pinpointing specific careers.

3. Assure that every student is suitably prepared for and has adequate assistance in taking the next step after high school graduation, whether that step is into post-high school or college work, apprenticeship training, an entry-level job, or homemaking.

Accomplishment No. 4: Providing a high school curriculum based on career goals that will allow all students to prepare for the occupational fields of their choice by acquiring skills and knowledges that will enable them to (a) obtain entry-level employment in jobs not requiring advance training, and (b) continue education and training in post-high school institutions or in business and industry.

In order to assure that all students have access to relevant learning experiences in high school, two major things must be accomplished.

1. High school curriculums will need to be built around the career cluster or family of occupations concept so that students may select a career goal at the beginning of their high school experiences into this generalized goal. This will not involve so much a change in facilities or curriculum as the proposed changes in guidance and counseling patterns and a change in the way a secondary-school curriculum is outlined.

   What we are really calling for here is a change in thinking by all concerned so that preparation for a career becomes accepted as one of the clear and primary management and instructional objectives of the secondary schools.

2. More specific career education should be provided in the eleventh and twelfth grades. The minimum requirement to provide in-depth instruction necessary for any effective entry-level performance will approximate ten hours per week -- in addition, of course, to state or local general education requirements.

   Most of the 25,000 occupations listed in the Dictionary of Occupational Titles, of which only 5,000 require a college degree for entry, can be reduced to some 14 to 18 clusters for purposes of secondary-school instruction and goal setting.

   The new scheduling and student forecast sheet will likely include career cluster options such as the following:

   Mechanical and repair occupations
   General clerical occupations
   Basic marketing occupations
   Agricultural occupations
   Food service occupations
   Construction occupations
   Secretarial occupations
   Electrical occupations
   Social service occupations

Graphic arts occupations
Health occupations
Metal workers occupations
Bookkeeping and accounting occupations
Wood products occupations

Obviously it would be impractical for every high school to offer complete preparatory programs for every cluster. Every high school will, however, be expected to offer a number of comprehensive curriculums in keeping with its size and the career goals of its students. Moreover, it is expected that, through state and regional planning, students can find their desired program in a nearby high school, community college, or in business and industry.

It is planned to develop this phase of the program to the extent that by 1975, career cluster education programs will be available to 80 percent of Oregon's 11th and 12th grade students and at least 50 percent of them will actually be enrolled in these programs.

3. Greater use will need to be made of business and industry as a significant part of the educational program through cooperative work experience and on-the-job training.

4. Youth organizations should be further developed as an integral part of the career education curriculums to provide increased motivation and opportunities for leadership development.

Accomplishment No. 5: Assuring that opportunities for advanced occupational preparations are readily accessible to all persons through community colleges, other public and private post-high school programs or business and industry.

1. Universal acceptance of specific training (as opposed to the broader-based cluster occupational education) for those occupations that do not require a bachelor's degree, as the responsibility of post-high school institutions; i.e., community colleges, apprenticeship programs, on-the-job training, or private vocational schools and colleges. If a student goes through a good career-cluster program in high school, he should be prepared for an entry-level job not requiring advanced technical training, but more likely, he will use the program as preparation for specialized post-secondary education and training.

That means the community colleges and high schools will seek to cooperatively plan articulated educational programs that will enable all students to achieve their career goals, regardless of where they live. In addition, there will be planning for joint use of facilities, guidance and counseling programs (vocational as well as academic), advanced placement opportunites, and when feasible, instructional staff.

2. Extensive use should be made of on-the-job training in business and industry as an important aspect of occupational education, with emphasis on cooperative work experience programs providing closely coordinated institutional and on-job instruction.

3. A unified thrust and articulation with all segments pulling together must be developed by the community colleges, private vocational schools and colleges, business and industry, apprenticeship, four-year colleges, and other agencies and organizations if the very real needs for occupational education and training are to be met.

4. The goals established for post-high school occupational education programs are to offer ample alternative opportunities for students in occupational preparatory programs and to achieve a threefold increase in the upgrading and retraining of adult workers.

Projected Activities

Specific activities to carry out the proposed accomplishments are currently being defined, scheduled and costed out to determine the state and local resources necessary to meet the program objectives. Typical activities underway and planned include the following:

Accomplishment No. 1: Assuring that all instruction is relevant to the real life concerns of students so that they develop the basic skills, knowledges, and values that will be essential for success in any career they might choose.

To accomplish a massive infusion of public school programs with examples from the world of work, to eliminate irrelevant content from the curriculum, and to relate what is taught to the real life problems and goals of all students will require:

1. Developing programs that will gain commitment and cooperation from teacher educators and teachers at every level of education.

2. Conducting extensive preservice and in-service programs to develop the abilities and attitudes of teachers essential to recognize the real concerns of students and adapt instruction to them.

3. Developing strategies that will gain commitment and cooperation from leaders at every level of the educational administration-school principals, district superintendents and boards, intermediate education district superintendents and boards, college and university deans, and the Oregon Board of Education.

4. Launching an information program to gain the understanding and support of parents and taxpayers in all communities so that the necessary resources can be provided.

5. Surveying and disseminating the research and development that has already been done in this area.

6. Providing curriculum guidelines and continuously updating annotated catalogues of occupational information materials, (film, filmstrips, etc.) which will help teachers in every subject field relate classroom instruction to the world of work.

Accomplishment No. 2: Providing all students with ample opportunities to explore the knowledge, skills, technical requirements, working conditions, and political and social environments and responsibilities of each of the career fields that are open to them.

To assure that all students have adequate opportunities for effective exploratory experiences in the middle grades will require such activities as:

1. A review of the research and development that has been done in this field to provide a base for designing program models.

2. Evaluating experimental and pilot programs with a view toward combining the best features of these programs to build one or more effective models.

3. Conducting cost-benefit analyses of several kinds of exploratory education models in various size school systems.

4. Developing and updating curriculum guides and resource materials such as annotated catalogues of occupational information materials (films, filmstrips, recruitment brochures, etc.) suitable for use in exploratory programs.

5. Developing a coordinated approach by the subject areas of Industrial Arts, Home Economics, and Social Sciences to design and incorporate into their instruction exploratory experiences appropriate to all the occupational fields.

Accomplishment No. 3: Providing guidance services adequate to assure that every young person gets expert help in assessing his personal interests, aptitudes and abilities, in making career choices, and in planning an appropriate educational program.

Activities essential to providing improved guidance services include:

1. Review and evaluation of promising guidance programs and approaches being tested and used in schools throughout the country.

2. Development and evaluation of appropriate working models, materials, and resources to provide for orientation to the world of work at elementary grade levels; formulation of tentative career goals and lifestyles at junior high school levels; and determination of specific career goals at the senior high school and community college levels.

3. Establishment of preparatory and in-service programs to provide all guidance personnel with an awareness and understanding of career education.

4. Development of a career guidance manual for the use of those who counsel students in selecting their educational programs and courses.

5. Establishment of an elementary guidance program in all schools with qualified counselors.

Accomplishment No. 4: Providing a high school curriculum based on career goals that will allow all students to prepare for the occupational fields of their choice by acquiring skills and knowledges that will enable them to:

1. Obtain entry-level employment in jobs not requiring advanced training.

2. Continue education and training in post-high school institutions or in business and industry.

Activities in progress and planned to establish comprehensive career cluster preparatory programs at the senior high school level center around the following:

1. Continued analysis and updating of manpower and employment data to serve as the basis for determining and validating occupational clusters.

2. Development and maintenance of curriculum guides and materials for each of the curriculums, including field testing, analysis of manpower needs and employment opportunities and periodic evaluations.

3. Establishment of preparatory and in-service programs to recruit, train, and upgrade occupational instructional personnel needed for the local school programs.

4. Development of models, materials, and teacher education programs to further the interdisciplinary approach to teaching occupational and general education subjects.

5. Establishment of effective exemplary programs for each of the cluster curriculums and for representative schools.

6. Development and dissemination of guidelines and data for effective program planning at the local level.

7. Development of vocational youth organizations as an integral part of all occupational programs.

8. Continued evaluation of local programs.

9. Require a minimum number of career cluster programs be offered in order to qualify as a standard secondary school.

Accomplishment No. 5: Assuring that opportunities for advanced occupational preparation are readily accessible to all persons through community colleges, other public and private post-high school programs or business and industry.

Development of an extensive system of post-high school occupational education will be accomplished through activities such as:

1. Development of career curriculums and curriculum materials.

2. Establishment of effective preparatory and in-service programs for professional personnel.

3. Program evaluation.

4. Development of procedures and materials to assist in articulating post-high school and high school occupational programs and in coordinating post-high school career education programs.

5. Develop procedures for allocating specialized occupational education programs among the community colleges.

APPENDIX L

# ORIENTATION TO VOCATIONAL REHABILITATION

Julian M. Nadolsky

## Introduction

Vocational Rehabilitation is a social movement geared toward the attainment of equal opportunity for each individual within society. Although "equal opportunity" is an American ideal established by the founding fathers of our nation, social action designed to attain this ideal is a twentieth century phenomenon. Vocational rehabilitation is one program of social action which originated during the twentieth century in an attempt to bring handicapped, disabled citizens into the mainstream of American life. It is a program established by a highly industrialized society -- a society which essentially equates involvement in the mainstream of life with participation in a satisfactory vocational endeavor. Thus, vocational rehabilitation is designed to provide equal opportunity for each handicapped individual within society through the attainment of an appropriate employment objective.

Most attitudes underlying the concept of vocational rehabilitation and other social action programs can be traced to the delayed impact of the Industrial Revolution. The development and growth of large scale industrialization within society during the eighteenth and nineteenth centuries resulted in extensive improvement in the daily lives of most individuals. Rapid improvements in transportation, communication, housing, agriculture, medicine, sanitation, etc. created in imbalance between the birth rate and the death rate which eventually led to a "population explosion". Furthermore, the mass production phenomenon through which American industrialism fourished was, by its very nature, designed for the average individual. The end products or the goods and services of mass production were designed for the average consumer, and the average individual became the most efficient producer of these goods and services. Thus, a major consequence of the Industrial Revolution was the equalizing of opportunity for a large segment of society to share in the production and consumption of goods and services. As industrial society emerged, immense improvements occurred in the lives of most individuals and a large, "average" middle class was created, especially in the United States.

On the other hand, in the aftermath of the Industrial Revolution a significant harmful effect also appeared within society. Those individuals who were unable to compete or to fully participate in industrial society were alienated from the mainstream of life. Such individuals generally displayed "less than average" competitive ability due to the residuals of physical, mental, or emotional impairments. Although these individuals were living within society, the major activities of their daily lives occurred outside the mainstream of industrial society. They were neither efficient producers or consumers of society's goods and services.

Furthermore, advances in medicine and sanitation along with an expanded population resulted in an increased number of alienated individuals. As the industrial system progressed during the twentieth century, the technological skill necessary for full participation within the system placed further limitations upon certain marginally competitive individuals. In effect, more and different types of individuals became alienated from industrial society as that society increased in complexity. Although the "average" criteria for optimum participation in industrial society was maintained, this criteria was repeatedly extended to comply with the complex demands of the industrial society.

Attitudes and Rationale Underlying Vocational Rehabilitation

Every society harbors a certain percentage of individuals who are unable to function adequately within society or to meet the day-to-day demands imposed by society. Regardless of whether a given society maintains a democratic, socialistic, totalitarian, or some other political orientation, there exists within that society a loose, poorly-defined group of individuals who are unable to "live up to" social expectations. From the viewpoint of society they are dependent, inadequate individuals. Their dependent social condition places a burden upon the remainder of society; while relegation to an inadequate status remains burdomsome to the individual. Although these individuals reside within society; their major life activities occur outside the mainstream of society. Their condition is often considered to be due to a lack of self-integration; while it is usually the result of poor social integration. Historically, these individuals have been either misunderstood, mistreated, or repressed into the "social unconscious."

Although the reasons for dependency and inadequacy are quite diverse, the most common antecedants to this condition have usually been related to the presence of a physical, mental, or emotional disability. Since the presence of such disabilities are readily observable and often create dependency, it is natural for society to attribute the primary cause of dependency and inadequacy to such obvious phenomena. Thus, in it's initial "attack on dependency" our society geared it's program efforts toward serving the physically disabled. Later social and rehabilitation programs were designed to include and serve those individuals with mental and emotional disabilities.

However, in recent years there has been an increasing awareness of a more subtle phenomenon which, if uncorrected, can result in social dependency and inadequacy. This phenomenon is essentially a failure, on the part of the individual, to understand the meaning and nature of the social structure. It is not readily observable or well-understood since it remains hidden within the individual, but this phenomenon does produce the same dependent, inadequate consequences that occur as a result of physical, mental, or emotional disability. The poverty stricken, the chronically unemployed, and the culturally disadvantaged are examples of social sub-groups who maintain an inadequate understanding of the social structure. Consequently, the recent social legislation in American society has been designed to offset dependency and inadequacy in the above-mentioned sub-groups.

American society is essentially democratic, capitalistic, and competitive. The democratic nature of our society is based upon an "equal opportunity" myth, which states that each individual should have an equal opportunity to grow, to emerge and to achieve his maximum potential within society. The capitalistic counterpart of our society stresses an "individual freedom" myth, which indicates that the individual is free to maximize his potential in a manner that is consistent with his beliefs, attitudes, interests, and abilities. However, the competitive aspect of American society often functions to counteract the democratic and capitalistic factors since competition, by it's very nature, requires the involvement of two or more individuals engaged in a particular endeavor. Competition requires that the competing individuals submit to group standards to that each individual's performance can be compared against the performance of others or against the established group norms. Submission to group standards naturally results in a loss of in a loss of individual freedom and leads to a stifiling of opportunity for the less competitive.

In our democratic society most individuals, whether physically disabled or not, have had the opportunity of exposure to many of the traditional social institutions (i.e., family, school, church, etc.). It is natural that the traditional social institutions in American society are structured in a democratic, capitalistic manner and reflect the prevalent competitive attitude since they are an integral part of society and are designed to prepare the individual to function effectively within his environment. Consequently, the emphasis in American institutions has been upon the group, rather than upon the individual, since the group is essential for competition to occur. Individual performance in American society is always viewed in relation to the group. - The group sets standards and the individual is compared against group standards. In the family situation children are compared against their brothers and sisters, in school they are compared against their classmates, in organized recretion the comparison is against their playmates, and their moral behaviors and attitudes are compared against church norms. Likewise, adults are compared against their neighbors, fellow workers, etc. in terms of economic status, political attitudes, religious beliefs, national origin, racial background, educational attainment, etc. Therefore, both children and adults in American society learn to identify with groups since they are taught to understand and respect group norms.

On the other hand, Americans usually possess only a vague recognition and a poor command of individual. personal norms of values since personal values receive secondary and minor emphasis within our social institutions. Although personal values are deemphasized and poorly understood among Americans, it is the degree of consistent interaction between personal values and group standards that serves to either limit or enhance the individual's potential to grow and to exercise freedom of choice within society. Consequently, when personal values are consistent with group norms the individual has the potential for success in competition, but when they are inconsistent with group norms the individual's competitive potential is markedly limited. Of course, a decrease in competitive potential can also occur as a result of physical, mental, or emotional disability.

Thus, even though most individuals in our society have been exposed to the traditional social institutions, this exposure has not been sufficient to render independence and adequacy to many individuals.. Among the competitively disadvantaged individuals are those who have either been unable to successfully compete due to disability or have been unable to understand the competitive system as a result of personal-societal inconsistency. The latter individuals have not responded to the group process, and therefore, remain socially dependent and inadequate.

The Vocational Rehabilitation Model

In it's attempt to incorporate dependent, inadquate citizens into the social mainstream, American society has established a service referred to as Vocational Rehabilitation. This service is designed to move an individual from a dependent existence to a life of independence or from an inadequate status to a status of adequacy within society. The word rehabilitation, in itself, implies that the individual was once adequate and independent and that rehabilitation services are designed to re-gain this independence or adequacy. However, since many of the clientele served in rehabilitation have never led adequate, independent lives, the term rehabilitation is often misused or used in place of habilitation. The latter term refers to an initial attempt to acquire an adequate position or status within society, and does not connote a return to, or a re-gain of, a prior level of independence or status.

The underlying philosophy of vocational rehabilitation is basically derived from the disciplines of medicine and education. The individual (rather than the group) orientation of vocational rehabilitation is a derivative of the one-to-one physician-patient model as applied in medicine; while the purpose or goal of vocational rehabilitation is taken from an educational model which emphasizes goal attainment through the learning of appropriate skills and socialization behaviors. Thus, vocational rehabilitation is an individual-oriented service designed to provide the individual with the skills and behaviors that are essential to independent functioning in a job and in society.

Although the philosophy for vocational rehabilitation is partially derived from medicine, it cannot be equated with medicine since their purposes or goals are different. The purpose of medicine is to treat and cure the abrupt stages of disease, illness, or other misfortune; while rehabilitation is concerned with the consequences of disease, illness, and misfortune. Rehabilitation workers must concern themselves with the various medical and non-medical consequences of disease, illness, or misfortuen, especially as they relate to the individual's "life style".

Likewise, rehabilitation cannot be equated with education since most educational programs in our society are essentially designed for the group and, as such, they are aimed at the average individual within the group. In general, rehabilitation clients are not average and have usually received minimal benefit from previous educational experiences. Furthermore, traditional education programs stress competition between group members (i.e., they compete for attention, grades, status, etc); while the competitive potential of many rehabilitation clients is minimal due to the nature of their disability or due to the inconsistency between personal values and group standards.

Consequently, the philosophy and theoretical framework which has governed the practice of either medicine or education are not totally applicable to vocational rehabilitation. Therefore, the structural models which have been derived from the theoretical framework of medicine and education, and have adequately served to guide the practice of either discipline, cannot be appropriately applied to vocational rehabilitation. However, a close analysis of the Medical and the Educational Models and a timely combination of their elements enables one to develop and understand the model which has effectively served vocational rehabilitation.

The Medical Model - Since the curative nature of medicine necessitates the establishment of a one-to-one physician-patient relationship, the Medical Model must make provisions for the individualization of medical objectives, medical diagnoses, and medical treatment. However, this same model fails to give adequate consideration to the many non-medical factors which could jeopardize an individual's potential functioning within society. In short, the Medical Model is a rather narrowly conceived structure which essentially operates to fulfill immediate patient needs. This model may be diagrammed as follows:

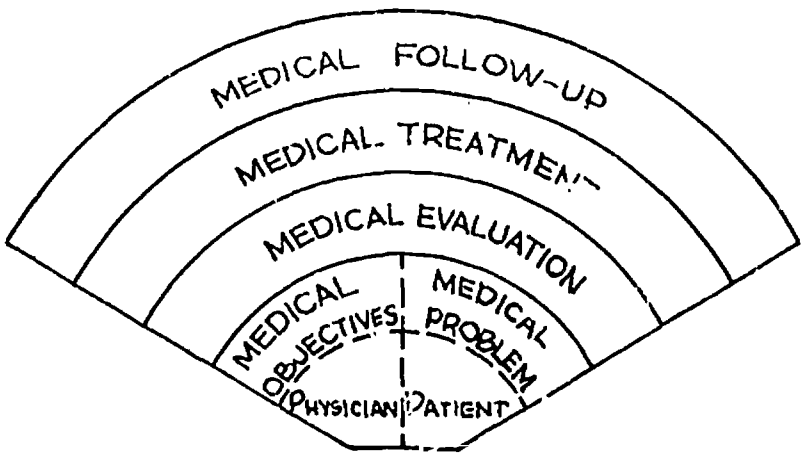


Figure 1

Medical Model

In the previous Medical Model, it should be pointed out that the professional practice of medicine is firmly governed by a combination of medical objectives or goals which are differentially selected for each individual patient. Likewise, the process of Medical Evaluation must be individualized so that an accurate diagnosis of each patient's condition can be rendered and a basis for medical treatment can be firmly established. The specific type of Medical Treatment is also individualized since it is based upon the established diagnosis and the appropriate medical objectives. Medical Follow-Up is performed on an individual basis in order to determine

whether the original diagnosis should be revised. Thus, throughout each stage of the Medical Model emphasis is placed upon the individual and upon the specific nature of his medical condition. Attempts to equate one patient's medical condition with that of another patient are minimal.

The Educational Model - The model which governs the practice of education essentially stands in opposition to the Medical Model, since the Educational Model is basically designed for the group, rather than the individual. The specific educational objectives, the types of information presented, the manner in which it is presented, and the method of evaluation in education are highly dependent upon the nature of the group. Although the concept of "individual difference" is widely discussed and sanctioned in educational circles, the traditional group-orientation of education in American society makes it impossible for educators to give sufficient consideration to all aspects of individual difference among group members. The Educational Model may be diagrammed as follows:

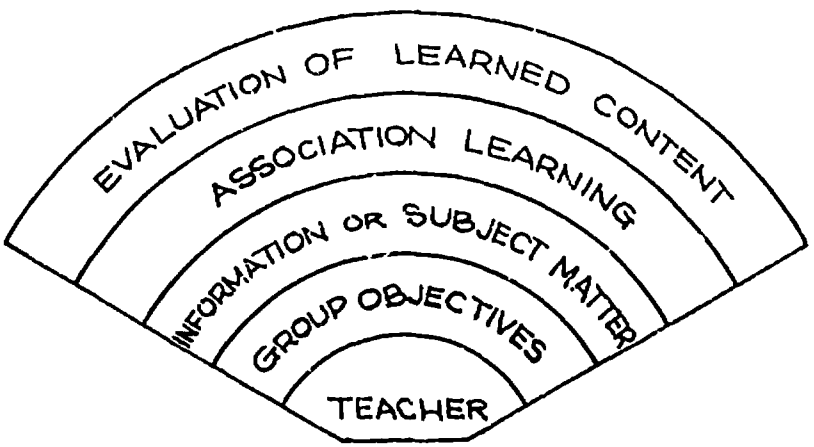


Figure 2

Educational Model

Analysis of the above Educational Model reveals that the objectives of traditional education programs are group-oriented since such programs are normally established and maintained for groups of individuals. Furthermore, the presentation of subject matter or educational information is designed so that the "average" individual within the group can most readily associate and integrate this information into his self-system. Likewise, the individual's performance is evaluated either in relation to group objectives or in relation to the performance of other individuals within the group. In either case, minimal consideration is given to evaluating the individual's performance in relation to his own standards or values since such personal standards or values (individual differences) usually remain hidden or camouflaged by the established "group objectives".

Individual differences cannot realistically be considered of primary importance in a model which emphasizes evaluation subsequent to treatment, rather than evaluation as a predecessor to, and basis for, treatment. In order to emphasize individual differences in any treatment program, each individual participant in that program must receive an in-depth evaluation of his specific assets and limitations prior to embarking upon the treatment program. Thus, throughout each stage of the Educational Model emphasis is placed upon the group and each individual's performance within the group is compared and contrasted with other group members.

The Vocational Rehabilitation Model - Fortunately, the group-oriented model of education has been successfully employed with most individuals in American society. On the other hand, this same model has proven to be ineffective for those individuals who display a marked deviation from the "average". In an attempt to meet the needs of such individuals, vocational rehabilitation has skillfully combined certain elements of the traditional Medical Model and the Educational Model into a comprehensive model designed to effectively serve each client in vocational rehabilitation. Due to the comprehensive nature of the rehabilitation process, the Vocational Rehabilitation Model must encompass a variety of professional disciplines and must offer the services of these disciplines to those individuals who are socially deviant or disadvantaged and who, consequently, encounter difficulty in meeting the day-to-day demands imposed by society. Thus, the Vocational Rehabilitation Model should be viewed as a total, integrated medical, social, psychological, vocational, educational, and economical process which requires the timely service of a coordinator who maintains the responsibility for appropriate client movement through each phase of the rehabilitation process. A diagram of the Vocational Rehabilitation Model is presented on the next page.

Analysis of the Vocational Rehabilitation Model shows that the center of focus in vocational rehabilitation is on the Coordinator, since the individual in this position maintains both initial and final responsibility for appropriate client movement throughout the various rehabilitation services. Although it is unnecessary for the Rehabilitation Coordinator to be a specialist in any particular rehabilitation discipline, he must possess a broad working knowledge of each discipline and use this knowledge in the provision of timely services to each client. In essence, the global nature of the Rehabilitation Coordinator's position requires the services of a rehabilitation generalist.

On the other hand, each of the six service areas within the Vocational Rehabilitation Model (i.e., medical, social, psychological, vocational, educational, and economic service areas) incorporates a variety of professional specialists. These specialists utilize the specific knowledge of their particular discipline to provide Evaluation, Treatment, Training, and Follow-Up services to every client referred. Furthermore, the professional authority and functioning of each specialist is derived from the specific objectives which underly a particular area of specialization. Thus, within the Medical Service Area, the physical therapist performs Medical Evaluation, Medical Treatment, Medical Training, and Medical Follow-Up in a manner that is different from the neurologist since the specific objectives which underly these two medical disciplines are distinct for either profession.

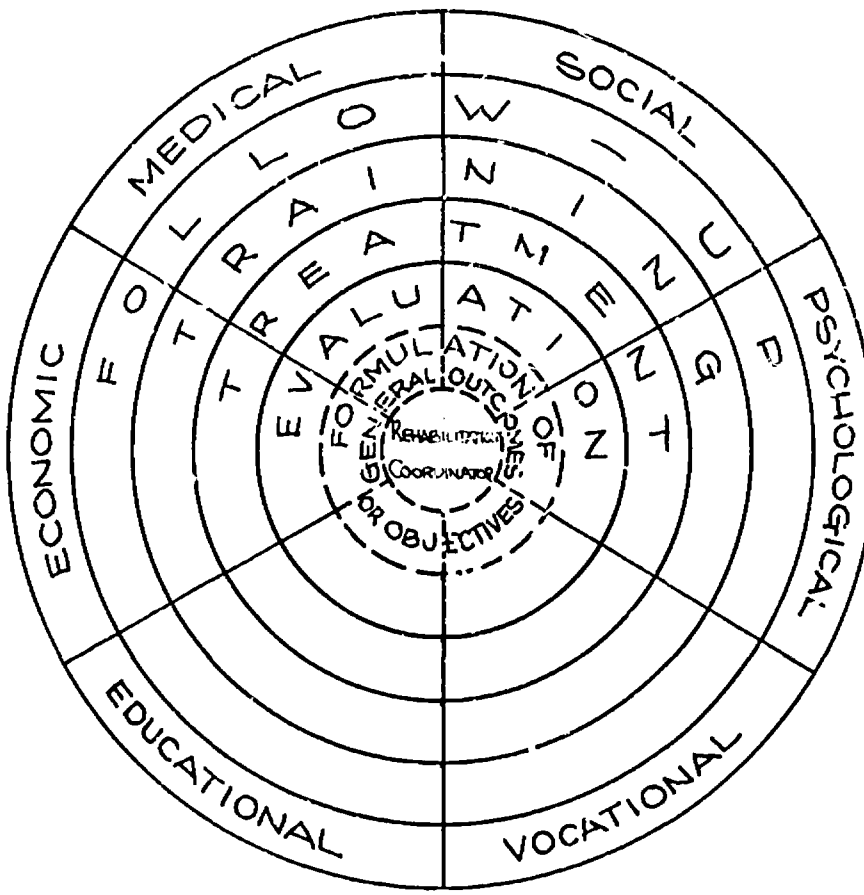


Figure 3

Vocational Rehabilitation Model

Regardless of whether a profession is of a medical, social, psychological, vocational, educational, or economic nature, if that profession is engaged in the pursuit of vocational rehabilitation, it's functioning within the Vocational Rehabilitation Model will encompass two or more of the five broad principles employed in the field of rehabilitation. These five principles and their relationship to vocational rehabilitation are as follows:

1. The Formulation of Outcomes or Objectives Principle is a planning principle which is necessary to effect appropriate evaluation, treatment, and training services for each client. This principle includes a statement of the general and the specific objectives of each professional discipline in relation to a particular rehabilitation client. Although the application of this principle is an initial and essential procedures for effective client rehabilitation, ongoing changes in rehabilitation objectives often occur as a client moves through his rehabilitation program. In summary, the Formulation of Outcomes Principle is a joint effort performed by the individual responsible for the client's rehabilitation (the Rehabilitation Coordinator) in cooperation with appropriate rehabilitation specialists.

2. The Evaluation Principle is a diagnostic principle which embraces and employs three logically arranged, sequential steps. Step one in evaluation is designed to determine the present level of client functioning or the level at which the client is currently functioning in all six areas of concern. The second step in the Evaluation Principle involves a projection of the level of functioning necessary to gain independence, which is actually a professional speculation of where a given client needs to function in order to "get along" independently in society. Finally, step three in evaluation consists of an attempt to outline the specific methods, techniques, and services which are necessary in order to "close the gap" between Step One (the present level of client functioning) and Step Two (the level of functioning necessary for independence). Thus, the application of the Evaluation Principle in rehabilitation goes beyond the traditional diagnostic labeling or categorizing of individuals since it incorporates functional statements which provide a logical basis for subsequent action. Although the Evaluation Principle is applied in varying degrees, it is an essential procedure for all clients since the provision of treatment and training services is directly based upon the diagnostic or evaluative findings.

3. The Treatment Principle is a curative principle which is necessary to: (a) correct a given condition, (b) stabilize a given condition, and (c) prevent or minimize secondary effects of a given condition. Thus, the Treatment Principle is usually viewed as an attempt to eliminate a particular condition or the effects of that condition. The methods and techniques of treatment are normally outlined through evaluation, and consequently, they will vary with the client and with the particular "treating" professional. Although the Treatment Principle is not necessary for all clients, it is usually applied in varying degrees with most rehabilitation clients.

4. The Training Principle is an educational principle designed to fulfill existing potentialities. Encompassed within this principle is (a) the learning of new skills, (b) the learning of new behaviors, and (c) the sharpening of existing skills, abilities, and behaviors. In contrast with the Treatment Principle which emphasizes the elimination of a particular condition, the Training Principle is a general attempt to substitute new skills, abilities, or behaviors for outmoded or inappropriate skills or behaviors without first eliminating the old ones. The methods and techniques of training will vary with the client and with the "training" professional, but the specific techniques to be employed will usually be outlined through evaluation. As with the Treatment Principle, the Training Principle is necessary in varying degrees for most clients, although it cannot be considered essential to all clients. Some clients may entirely skip the treatment phase and go directly into some aspect of training; while other clients may require certain aspects of treatment and achieve successful rehabilitation without any form of training.

5. The Follow-Up Principle is an appraisal principle designed to investigate (a) the effectiveness of evaluation, treatment, and training services, (b) the need for specific changes in particular services, and (c) the status of each rehabilitated client. It is only through the employment of regular follow-up procedures that each professional discipline is provided with an opportunity for self-evaluation and program evaluation. Therefore, the Follow-Up Principle is an integral part of the Vocational Rehabilitation Model since program growth and professional fulfillment are essential to the ongoing emergence of vocational rehabilitation.

## Summary and Conclusions

To summarize, vocational rehabilitation is an individual-oriented process designed to improve the status and functioning of society's less fortunate citizens through the timely provision of appropriate services. Although the vocational rehabilitation process encompasses a variety of specific services, each service falls within the realm of either Evaluation, Treatment, or Training. Furthermore, these services are provided by various professional disciplines, each of which owes its primary allegiance to one of the following areas: Medical, Social, Psychological, Vocational, Educational, and Economical. For this reasons, effective vocational rehabilitation requires the full-time service of a coordinator to maintain the responsibility for client movement through appropriate services.

Although the vocational rehabilitation process operates within a complex, comprehensive model, this process lacks a well-defined service provision structure. In other words, the various services within the Vocational Rehabilitation Model are differentially employed on an individual basis in order to meet the specific rehabilitation needs of each client. It is due to this individual-orientation that vocational rehabilitation has maintained an effective service program, even in the midst of continuous growth and an increased demand for services.

Furthermore, the individual-orientation of vocational rehabilitation has resulted in the establishment of various innovative service programs which include the individual and practical approach to vocational assessment (known as vocational evaluation), the direct encounter approach to therapeutic problem-solving (referred to as personal adjustment training), and the tutorial approach to the teaching of basic education skills. Although these innovative programs maintain the same general goal as the traditional programs of vocational assessment, psychotherapy, and education, they are designed for an individual and their specific goals are determined by the particular needs of each individual client. Consequently, the nature of these innovative programs and the activities that they encompass are vastly different from the traditional programs of evaluation, treatment, and training.

In conclusion, it is felt that if vocational rehabilitation programs are to continue to grow and develop, such growth must occur within the framework of the established Vocational Rehabilitation Model and must be firmly based upon the individual-orientation which has so effectively served rehabilitation clientele. This observation is especially true if effective services are to be provided to the many non-disabled individuals who are confronted with a social employment handicap, as specified by the 1968 Amendments to the Vocational Rehabilitation Act.

APPENDIX M

# VOCATIONAL EDUCATION AND REHABILITATION SERVICES

Ray Sankovsky

My background in vocational education is quite limited, and it is only the better part of valor that prompts me from invoking that noted proverb, "It is better to remain silent and be thought a fool, than to speak and remove all doubt."

Realizing, however, the need for a cooperative effort between vocational education and rehabilitation, in order that they might more effectively accomplish each of their objectives, I will plod into some unknown areas, expose some of my biases, and perhaps even propose some heresies.

Congress, in the Vocational Education Act of 1963, and in subsequent ammendments, proposed that persons of all ages, and in all communities should have the availability of vocational education. This availability should be based on individual needs, interests, and abilities. On the other hand, vocational rehabilitation as a movement is dedicated to the restoration of the handicapped to their fullest potential. It takes very little sophistication to realize that vocational education can, and should, be a critical element of the rehabilitation process.

I would like to digress for a moment, and at the risk of boring you with statistics and data, to show you why I'm not limiting my discussion of vocational education to the rural environment. I have two estimates for the urban-rural population characteristics projected into 1974. About 14 years from now somewhere between 71 and 80 percent of the total population will be urban. The rural population is migrating into urban areas at a rate of approximately 600,000 a year. This, as you are aware from some of the earlier presentations, is a function of the increased technology and efficiency of production through mechanization in the rural and farm areas. Unskilled farm labor has been drastically reduced by mechanical, genetic and chemical improvements. The basic problem that the rural unemployed pose to rehabilitation at this time, as I view it, is the rural disadvantaged groups from ages 18 to 35 that have migrated into the cities, and who have little or no technical or vocational backgrounds other than perhaps some agricultural education. Future problems for rehabilitation will be those 18 and under, who are now being educated in traditional rural vocational programs. So basically, there are two major programs or phases in which vocational education can contribute significantly to the whole concept of providing to each individual the best opportunity for success.

Briefly stated these two programs are:

1. The actual in-school programs in rural areas must be modified to encompass broader areas of vocational education and activities, so that if the migration process continues unabated, those rurally disadvantaged will at least be exposed to and prepared in more viable areas of vocational education, and would be more compatible to urban adjustment.

What would go into the modification of rural vocational education programs is something to which you as a group might address yourselves. There is a distinct possibility, however, that this model will be explored by some of the other groups.

Let us now turn to our second program:

2. The implementation of programs in vocational education to help alleviate the current group of disadvantaged, rural or otherwise.

The realization of the scope of this problem of the disadvantaged, prompted the legislation that mandated 25 percent of the vocational education monies to be spent on programs for the disadvantaged and handicapped. The panic and furor generated by this move was perhaps evident to most of you. What kinds of programs have you established? Did you really know what you were doing? Are the programs you developed just makeshift - that is - are they just in effect until you can think of something better: Would it all be beneficial to develop some rationale model for vocational education of the disadvantaged rural and other? This might be a problem to which you can address yourselves in the groups.

I would like to pose a question here: Does vocational rehabilitation need help from vocational education? As a rehabilitation person, my most sincere plea here, is that it does. How can vocational education help? Out of a listing of over 400 rehabilitation facilities, approximately one-half indicate some form of vocational education. For the most part these vocational traing units are manned by unqualified but dedicated individuals. There is a desperate need in the provision of vocational rehabilitation services for good quality vocational and technical education programs.

Realizing that the handicapped and the disadvantaged are a somewhat different population than is typically served in vocational education, you might ask, Can a good quality vocational and technical education program work in a rehabilitation setting? I would like here to present some findings of a study that will support the last question.

In a recent study of approximately 300 rehabilitation clients who completed vocational training at a comprehensive rehabilitation center, approximately two-thirds were found stably employed at a one to two year follow-up. Twenty vocational training areas were represented ranging from Service Occupations to Business Education. As perhaps would be expected, greater percentages of success were found in the more sophis-

ticated areas, such as Drafting and Printing; and less successful ratios were found in areas such as, Distributive Education, Medical Specialties and Service Occupations. This itself, in turn, generates another area of need in rehabilitation for vocational education - namely, the involvement of vocational education in the development of less sophisticated kinds of training programs.

Vocational education for a long time has been trying to generate a feeling for that population that does not go on to a college education. Trying to change the image of the college education as the only means to a good and successful life. Perhaps it is time that vocational education re-examines its own motives and extends its services, as earlier stated in its objectives, to serve all persons based upon individual needs, interests, and abilities; and from a rehabilitation standpoint I would like to reemphasize the individual abilities.

An additional need, if vocational education is to accept the challenge of working with the disadvantaged and the handicapped, is to prepare the vocational educators to better work with those individuals who: learn much slower, tend to have more personal, social, and emotional problems, and individuals who appear unmotivated because they have been molded in a culture of failure and despair.

In order to support some of the rehabilitation needs I have just enumerated, I would like to briefly review a few of the tasks, that the Advisory Council on Vocational Education, 1968, recommended be implemented immediately:

1. Develop pre-vocational orientation to expose those of limited experience to alternative occupational choices.

2. Provide training for entry level skills for those unable to take advantage of advanced training because they lack rudimentary education.

3. Provide work experience for those unaccustomed to the discipline of the work situation.

4. Seek the discouraged and undermotivated and encourage them to take advantage of available services.

In summary, let me say, there is a need, mandated by legislation and by the very conference you are attending, for vocational education to become more intricately involved in solving the problems of the rural poor, disadvantaged and handicapped individuals.

Vocational rehabilitation has been attempting to perform the tasks of vocational education, because these services have been needed but have not been provided.

Hopefully, the marriage of these two not strange bedfellows will help provide the birth of programs to meet the challenge.