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ABSTRACT

This final report of the Career Options Research and Development (CORD) Project reviews the original assumptions, objectives, problems, and opportunities related to training the poor for employment in the human services areas. Specific objectives of Project CORD were: (1) to test the validity and reliability of the social mobility theory, (2) to develop and test a methodology of systems approach to task analysis, (3) to test the role of education in occupational mobility, (4) to test the effect of education upon service quality, (5) to field test a model curriculum developed in a systematic way from the task analysis performed in a variety of human services settings, and (6) to develop a tested model which could be adopted for use elsewhere. After reviewing the efforts of this 3-year project, the report then offers a prognosis which includes a statement concerning the adaptability of the curriculum model. This prognosis suggests that there are easier and probably equally good ways of constructing curriculum. Thus, human services may have to convert to regular programs of schools and colleges rather than to New Careers or establish technical programs tailored to meet the needs of employer agencies. (JS)

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FINAL REPORT

Project No. 7-0329

Grant No. OEG-0-8-7-0329-2694 (085)

CAREER OPTIONS RESEARCH AND DEVELOPMENT

(Social Service Aide Project)

September, 1971

YMCA of Metropolitan Chicago

Chicago, Illinois

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INTRODUCTION

This is the final of all final reports for Career Options Research and Development (also known as Social Service Aide Project) -- a special project of the YMCA of Metropolitan Chicago. Supported and monitored by the National Center for Educational Research and Development, this project has been active for a three-year period in consortium with Chicago area colleges in the research, design, testing and validation of expemplary education in human services. Notable among these cooperating colleges were the City Colleges of Chicago, and Priarie State College.

Final reports usually record what was intended (goals and objectives), what and how it was done (content and process), and what accomplishments or results were made (impact, effect, implications, etc.) Likewise "Career Options" could also point to our accomplishments with pride. Aside from this and previous quarterly as well as annual reports, the City Colleges of Chicago, and Prairie State College, have also submitted their final reports on the same three-year project. However, for this final report, we have chosen to review our original assumptions and objectives, problems and opportunities in the three-year period of research and program development. Since many other programs and projects share similar goals and objectives, we believe it would be most fruitful to make use of this report as an advisory document.

I.- BACKGROUND

1963

"The Vocational Education Act of 1963 emphasized the need to develop vocational-technical education programs geared realistically and flexibly to current and anticipated employment opportunities. With this in mind, the Division of Comprehensive and Vocational Education Research has sought to increase the opportunities of training for careers in expanding human services activities and for growing occupations in developing technologies. Persistent unemployment and underemployment of the disadvantaged is incongruous in the face of our urgent need for trained personnel to provide more and better education, health, welfare, and other services to cope with our increasingly sophisticated technology."

U. S. Office of Education

Department of Health, Education and
Welfare

1964

Preliminary discussions leading to the proposal for the Social Service Aide Project

began in 1964 among four Chicago area community colleges: City Colleges of Chicago, Kennedy-King College (then Wilson Campus); Thornton Community College; Prairie State College (formerly Bloom Township Community College); and Central YMCA Community College.

The common need: to develop a core curriculum toward the Associate of Arts degree with suitable training and education toward new careers in the social and human service field.

1966

In 1966, the sponsoring colleges and the Chicago Metropolitan YMCA drafted a joint proposal requesting federal funding of a Social Service Aide Project which would explore the problems of creating new paraprofessional occupations in the field of human services, and develop suitable curriculum, delineate realistic career ladders, and serve as a catalyst for systematic development of new careers for social service aides.

1968

In August of 1968, the Division of

4

Comprehensive and Vocational Education
Research (Bureau of Research, Office of
Education, Department of Health, Education
and Welfare) agreed to fund the Social
Service Aide Project through its Career
Opportunities Branch under Section 4(c) of
the Vocational Education Act of 1963. The
Social Service Aide Project (SSAP) is known
locally as Career Options Research and
Development (CORD).

The fact that research, rather than training,
funds were secured, dictated an approach which
would lead to a far different product than
that envisioned by the planners. In September,
1968, staff was hired to proceed with the
research, with the following objectives and
schema.

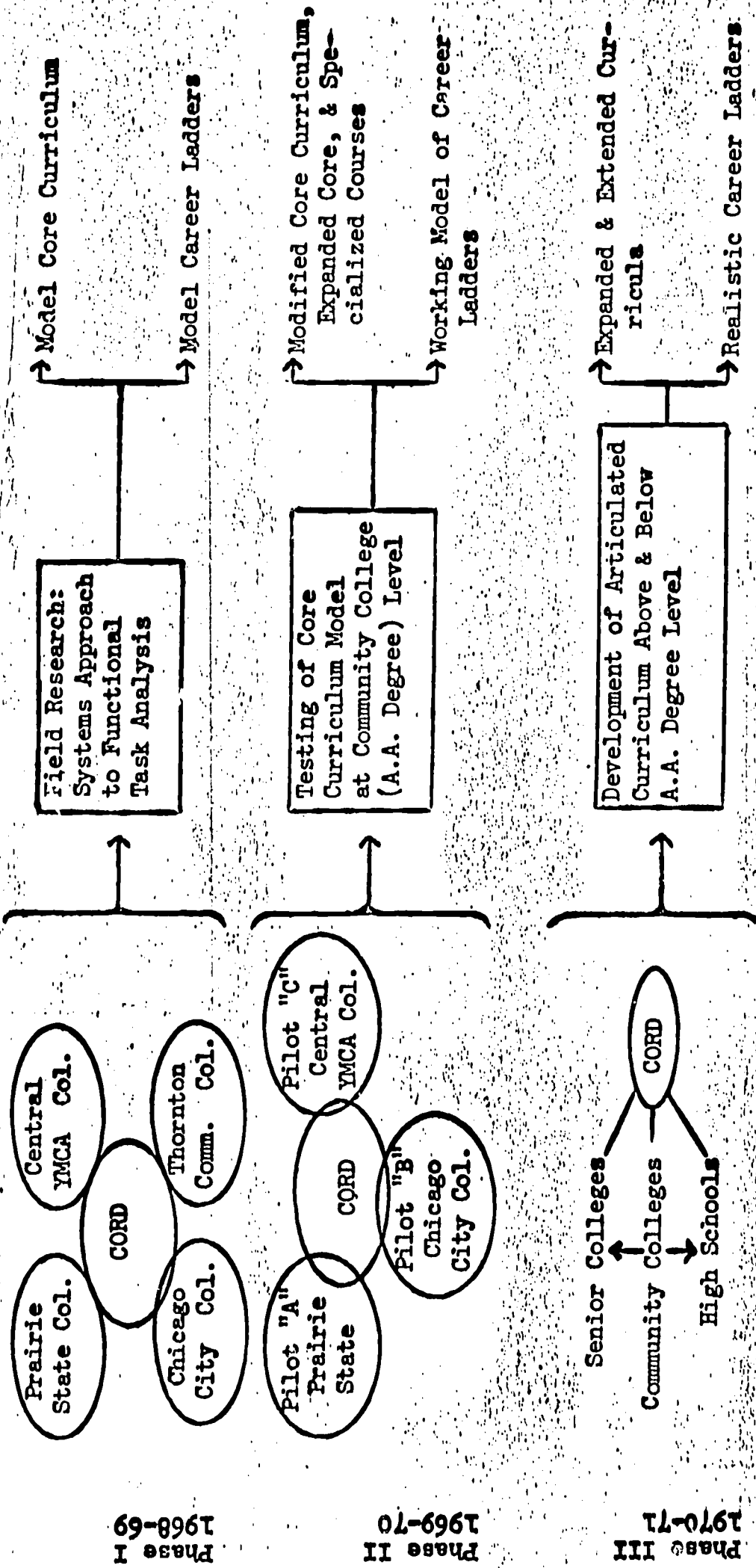
O B J E C T I V E S

1. Use of systems approach to functional task analysis to identify the nature and scope of human services.

2. Organization of functional tasks and skills into eight career ladders. (lattices)

3. Articulation of secondary and higher vocational-technical education in human services.

A N D S C H E M A



II. PROBLEMS

a. Unemployment and Underemployment

According to the National Center for Educational Research and Development, U.S. Office of Education, "...Between 1966 and 1975, manpower needs in health-related occupations are expected to increase at least 36 percent, which means that we must have about 110,000 more physicians, 360,000 additional registered nurses, and 250,000 more practical nurses. In welfare, an estimated 10,000 to 12,000 vacancies already exist in currently budgeted social service positions. About 15,000 social workers are needed annually just to staff new child care and health programs and to replace workers leaving the field. In education, an estimated 1.6 million new elementary and secondary school teachers will be needed between 1967 and 1975 to replace teachers who leave the education system and to maintain trends in current teacher-pupil ratios."

Unfortunately, this projection of need does not actually commit anyone to make more jobs available to the unemployed and underemployed. Except where low-budget programs and services justify the use of poor people, professional openings are by-and-large unavailable to welfare recipients, veterans, the old and experienced, the young and inexperienced, the undergraduates and the "over-qualified", let alone the physically or socially handicapped.

b. Shrinking Economy

The development of New Careers programs has been handicapped by the recession of the past several years. Resources--public and private--have contracted sharply. Educators and employers alike have had to turn their attention to financial survival and have been disinclined to consider expanded or restructured programs and services. Under such stress, they are unwilling to consider new ideas, even those calculated to provide greater efficiency or less costly operations.

c. The Giant Sieve Theory

One of the manifestations of institutionalized classism and racism can be found in the theoretical and actual operations of our educational and employment institutions. The American mobility myth directs anyone wanting to rise in society to acquire as many years of formal education as he can, and then to pursue employment appropriate to the educational level he has attained.

The school system acts as a sieve, sifting the few out of the many. It separates students, presumably on the basis of ability, into tracks. Those in the top tracks are encouraged and permitted to continue their education. The crude reject system sorts out and rejects students for a variety of environmental and behavioral rationales: disruptive classroom behavior, deficient background, illeg-

itimate pregnancy, delinquent and criminal activities, truancy, language difficulty, and slow learning. The reject mechanism is crude and is almost as likely to kick out students of high potential as those of low natural ability; it cannot differentiate between malnutrition, lead poison-induced retardation, boredom, fear of gang harassment, inadequate clothing or sleep, lack of motivation. Colleges, public and private, continue the sifting, accepting only the "cream of the crop" and accepting twice as many entrants as expected graduates, with the intention of "flunking" at least half of the freshman class. Some schools and colleges have taken small, tentative steps toward retrieving former rejects through use of double standards and tutoring and remedial classes.

Employers validate the screening function of schools by rejecting the many "unqualified" for employment. The standards of qualification may be unrealistically high and inflexibly based on the assumption that a diploma is a diploma, a degree is a degree. Again some steps have been taken to salvage special groups of rejects, via incentives to hire veterans, campaigns to hire the handicapped, and recurrent pleas to hire and/or train the "hard-core" unemployed. Little success can accrue from these retrieval efforts, however, so long as the major educational and

employment institutions continue to screen out those determined unfit for upward mobility.

Community Action Agencies, New Careers programs, Job Corps, WIN, OIC, and other efforts to train and/or employ the disadvantaged (the rejects) have also been accused of "creaming," of sifting the lot and accepting the few with high potential and exceptional motivation. It is inevitable that efforts which are small-scale, relative to the magnitude of the problem, and which are under pressure to succeed, can and will be discriminatory.

Further, as many professionals in the social and human services are concluding, the case-by-case approach has very limited impact and guarantees only the perpetual need for those services (in high-income neighborhoods--where the "consumer" or "contractual" basis for delivery of services has worked--the case approach may be effective, but it is still grossly inefficient).

d. Changing Job Market

The field of human services is undergoing tremendous change. The potential for change, as services are expanded and improved, and the pressures for change, internal and external, are great. Among these forces are:

1. Legislation, for example, the Family Assistance Plan, or various proposals for national health delivery or insurance programs.
2. Job restructuring and new working relationships, such as team approaches.

3. Experimental programs -- Anti-poverty programs, VISTA, voucher experiments in school systems, multi-service centers, etc.
4. Pressures for community control, for new delivery systems, demands from the client populations, political sophistication.
5. Change-orientation on the part of young professionals -- those in college, and those at work in the human service fields.

In many field, the paraprofessional's role is subject to even more change than the professional's. The paraprofessional must be prepared to use and to learn specific skills but also must have the basic background to adapt to the forthcoming changes by way of vertical and/or horizontal mobility, by moving out on his own and forging new roles, by having the options of further education and on-the-job training.

III. OBJECTIVES

- a. To test the validity and reliability of the social mobility theory. Since credentials (formal schooling) are deemed important and necessary for social mobility, the first objective was to develop relevant curriculum and to make it possible for people to obtain the credentials needed for entry into the social and human services.
- b. To develop and test a methodology of systems approach to functional task analysis. Curriculum experts and others have used to rhetoric of "relevant" curriculum for years without specifying what the curriculum is relevant to and how they know when they have relevant curriculum. Functional task analysis was adopted as both the methodology and the evaluative test of

relevance.

c. To test the role of education in occupational mobility.

As 2-year institutions move away from being "junior" colleges and toward being community colleges, they have developed an increasing number of career (or vocationally)-oriented programs. Often lacking are the connecting links with other educational institutions -- the secondary schools and baccalaureate colleges. A major objective has been the development of career-oriented programs in human services which are not terminal degrees, i.e., which open rather than close options for further education.

d. To test effect of education upon service quality.

Both quality and quantity of human services need to be increased. Until the task analysis was introduced, agencies and organizations had no reliable way of evaluating the performance of their employees and the overall quality of service provided. Introduction of paraprofessionals and of new working relationships within human services pretend for improvements in the delivery of services. The paraprofessional's identification with the client population and critical view of services provided can introduce fresh insights and pressure for change within the agency.

e. To field test the model curriculum developed in a systematic way from the task analysis performed in a variety of human services settings. The objective here was to evaluate both the methodology and the impact of that methodology on the educational systems involved and on the human services provided by cooperating agencies and organizations.

f. To develop a tested model which could be adapted and adopted

elsewhere. While the methodology was the experimental variable, the products of this research should also be useful.

IV. ASSUMPTIONS

We assumed that job restructuring would

- Provide more jobs for the underemployed and unemployed.
- Expand human services to better meet rising needs and expectations.
- Provide more benefits at equitable cost.
- Fill the manpower gap.
- Help meet standards and work requirements of necessary services.

We assumed that the educational institutions could

- Help provide career-relevant education.
- Likewise restructure curriculum according to manpower needs.
- Integrate the learning and working experiences in an environment which is conducive to personal and career growth.

We, therefore, also assumed that institutional change is inevitable

- Because of new resources (new manpower) which could be made available.
- Because of increasing demand for more effective services.
- Because of public pressures for "better use of the dollar", which does not necessarily mean expensive services.

V. METHOD and FINDINGS

In the first phase (1968-1969) of the "Career Options" project (then called the Social Service Aide Project) the findings confirmed essentially the following:

An education through college and graduate school has traditionally been regarded as the pre-requisite for career entry into professional social service. However, scarcely any scientific evidence exists to positively correlate what a person learns in school (curriculum) with what he practices on the job (functional task). This is particularly true of many new community services that depend heavily on a person's life and work experience, that is, the knowledge and abilities he has acquired through performance. This fact alone raises a most important question among both credentialed and non-credentialed workers: is it possible to promote early career-entry, with relevant on-the-job training and concomitant education that would bridge the gap between academic learning and professional practice.

As one of its first tasks, Career Options had to define the jobs being performed in the field of human services.

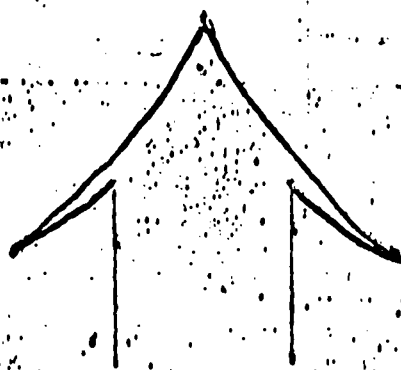
After 217 interviews and extended observations, the project task force recorded over 2000 functional tasks which people

were actually performing. These, upon analysis and restructuring, produced a more descriptive hierarchy of jobs, reflecting more realistically the different levels of competency which the secondary and post-secondary schools can fulfill. For example, a trainee with a high school preparation can be expected to perform certain people-oriented functions, such as influencing clients in favor of a service or a point of view; and certain data-oriented functions, such as transcribing, entering, and posting data, to facilitate record-keeping documentation and research work. Successful performance of these functions within a year should qualify an individual to be examined for the next higher level of technician's position, requiring more complex skills, to perform basic recreational and therapeutic activities, and so forth.

Since the core curriculum (or common knowledge, skills and know-how) is found to be similar among related fields of human services, a career entrant has the options of community organization, health service, group work, social service administration, casework, child care, mental health and teaching assistance.

The findings indicated that it would be feasible to use existing educational resources (such as community colleges, universities, and high schools) for the research and development of human services core curriculum at various levels. This would enable a person to enter on a career in human

services at any level of academic or on-the-job experience, and would provide him a means for subsequent advancement.

<p><u>Professional</u> Doctor's degree Master's degree</p>	 <p>Any combination of:</p> <p>(A) Vocational-Technical Education and</p> <p>(B) Life/Work Experience</p> <p>to ascend career ladder with least <u>time</u> and <u>expense</u>, and to achieve the most comprehensive knowledge, skills, and know-how.</p>	<p>6 yrs of progressive experience with Equivalency Examination</p>
<p><u>Technologist II</u> Bachelor's degree</p>		<p>5 yrs of progressive experience with Equivalency Examination</p>
<p><u>Technologist I</u> 3rd yr College Certificate</p>		<p>4 yrs of progressive experience with Equivalency Examination</p>
<p><u>Technician II</u> Associate in Arts degree</p>		<p>3 yrs of progressive experience with Equivalency Examination</p>
<p><u>Technician I</u> 1st yr College Certificate</p>		<p>2 yrs of progressive experience with Equivalency Examination</p>
<p><u>Trainee</u> High School or less</p>		<p>1 yr of training before taking Qualifying Examination for Technician I position</p>

During Phase II (October 1969 - September 1970), Career Options' major thrust was directed at testing, evaluating, and validating the core curriculum. Two colleges that participated in Phase I analysis served as pilot test-sites. They were the Kennedy-King College (City Colleges of Chicago) and Prairie State College. A third college that also participated in Phase I --- the Central Y.M.C.A. Community College --- consolidated five courses of the core curriculum, namely, English, Philosophy, Humanity, Psychology, and History into a seminar called, "Quest for Identity", which, likewise, underwent vigorous testing and evaluation.

With the cooperation of these three colleges, Career Options actively sought out "turned on" educators at the high school and senior college levels, who would develop the same test design, for a core curriculum that could more readily identify with on-the-job performance academic and career mobility. Owing to their involvement in the formative stage of this systems approach to curriculum development, a handful of professionals as well as paraprofessionals were especially helpful in promoting innovative techniques in experimentation. Results of Phase II test and evaluation are contained in final reports of Pilot "A" and Pilot "B" respectively.

Phase III (October 1970 - September 1971) essentially continued the work of Phase II, which was to produce research models for human services curriculum development and job restructuring, and to evaluate the courses, teaching methods, and syllabi used in the curriculum through the following activities:

1. The research and design of human services core curriculum was extended from the AA level down to the high school and upward through the university levels within each of the pilot programs. As Career Options phases out at the conclusion of Phase III, the research and development process is being taken over by the participating Chicago area educational institutions and agencies.
2. The impact of human services career development has been evaluated within each of CORD's pilot programs, and the Phase II curriculum evaluation has been validated. Career Options has further sought the cooperation of employers in designing and implementing the future development of "New Careers" programs.
3. Social and human services workers, administrators, educators, students, clients, and employers were brought together to confer on problems of academic and career accreditation, standards for life and work experience, as well as credit transfer between secondary and post-secondary educational institutions.

4. Advisory documents concerning the work and findings of the Career Options Research and Development project. These documents deal with 1) evaluations, syllabi, and manuals which delineate and discuss new careers within the human services; 2) implication for legislation; 3) the cost and benefit factors in human services as regards the training and education of paraprofessionals; 4) the accreditation of life and work experience; 5) the systems approach to functional task analysis; and 6) community control of human services.

September 30, 1971

TO THE READER:

Our time is running out, and nothing is as final as this final report on a job well done. We feel that we have tried our very best under extreme circumstances, and would urge all interested parties to examine our advisory documents - all submitted to the National Center for Educational Research and Development (Project NO. 7-0329).

STAFF OF "CAREER OPTIONS"

VI. ASSESSMENT

We assumed that job restructuring would provide more jobs, expand human services, enhance careers, integrate working and learning experiences. But,

- The mechanistic view of job restructuring is inadequate. In that the mechanics of even the most complex job can be restructured for lesser skilled persons to perform, such attributes as attitude, temperament, personal biases and idiosyncrasies

VII. ASSESSMENT (of method) (Relates back to assumptions)

- a. Mechanistic view of job restructuring is inadequate.
- b. Limitations in construction of career ladders and curriculum.
- c. Classroom-centered education, teacher-student dichotomy, like supervisor-supervisee. Peer group learning, team approaches.
- d. Dependency in education, in delivery of human services.
- e. Monitoring process. evaluation and accountability.
- f. time conflicts. calendar mis-matches, etc. created problems.
- g. poor timing of restructuring, career ladders, hiring paraprofessionals, relative to general economy.
- h. predictable high-risk in test and validation. Lack of cooperation of employer-agencies. Difficulty of obtaining data needed for good evaluation.

on paper, but not supported by administrators. compromise w/ social work because experts insist so.

~~V~~ ASSESSMENT (Cont.)

- i. Money, time and other resources.
- j. Question that task analysis is (1) applicable to human services, (2) necessary for career-relevant education, (3) helpful in bringing together colleges and human services employers, (4) replicable, and/or reliable.

~~VI~~ CONCLUSION (PROGNOSIS)

- a. Social mobility, more exceptions than rule. Some generational mobility may be possible, but for the most part, paraprofessionals are stuck in dead-end, low-paying, and often temporary jobs. Few if any options for self-improvement even with exceptional motivation, except perhaps for the creme de la creme.
- b. Adaptability of Model. Probably, but why bother. There are easier and probably just as good ways of constructing curriculum. Human Services may have to do more creaming, not less. Convert to regular, rather than New Careers, ~~effort~~ program of schools and colleges. Or set up as technical institute, 1 and 2 year programs with placement arranged in advance, tailored to needs of employer agencies.
- c. Forces that help: Concerned professionals, Faculty willing to put in a little extra time, New Careerists pressuring for same goals, legislation to enable and encourage public departments and agencies to hire paras., Resources (?)
- d. Forces that hinder: disorganized New Careerists, professionals with stakes in the status quo, public officials who move slowly if at all to institute guidelines, competition between agencies (such as that which downed WIN), political jealousies, Dependency of consumers and of students, Ill-prepared students (illiteracy), Lack of appropriate training and educational materials,
- e. how well we've met objectives:
 - developed methodology and model
 - tested only parts of curriculum
 - have advocated but failed to convince employers of job restructuring;
 - have partial success in getting colleges and agencies to talk to each other.
 - developed some course materials for AA and pre-AA levels.
 - some success in articulation (which might have occurred in our absence)
 - Provided input to planning of GSU.
 - Precedents in educational innovation established at cooperating colleges.

f. Education in the sociological context

g. Timing

We may have started some things which will grow past the lifetime of the research grant. Recession may have messed us up. It might have been an impossible task even in the best of all possible years.

h. Climate

Much talk about career-oriented programs and about relevant curriculum. Ferment in the social and human services. Demands for relevant services. Everyone looking for panaceas. (This ain't it)

i. Specialization vs generalization; Specialization can occur on the job or at highest levels of formal education. In addition to basic technical skills, paras need a basic understanding that will enable horizontal transfer to related fields and/or further education. The skills-oriented and background (core) courses should be simultaneous. Prognosis is that job restructuring will result in more specialized data/things functions being handled by paras while professionals will hold onto the people functions and the satisfying aspects of human services. Prognosis is that like it or not, BA colleges will continue to steer students on to MSW work and that core curriculum will become more liberal artsy and less career-focused. Field placement may be what distinguishes career-curriculum from lib arts rather than content or method.

j. Centralization vs decentralization of functions. Refers to what?

k. Institutionalization of the professions is prognosis. more credentialism, more codes and standards, cooperation of licensing agencies (colleges, and state agencies) with professionals; Trends are to increasing specialization in all human services with expansion of fields. Also for creation of new kinds of workers. greater complexity. perpetual classism and dependency.

l. Articulation. Trends are for greater flexibility. Has to come because of more mobility of students, more coming and going of students, more older students. *Note* Possibility exists for AA to acquire meaning of its own especially in public service as civil service codes are adjusted to include that "step". And as employers learn to specify AA rather than "some college".

Overall conclusion. Under what conditions could such a model work? In a rational society where one could devise institutions from the ground up and name the rules of operation. "When you're dealing with a lower class population, nothing -- no training program, no special services, nothing -- makes as much difference as simply giving the money to the people themselves."

More:

- * Lack of understanding of the central problem - Employment.
We believed in the wrong guesstimates for thousands and thousands of jobs in what was expected to be a growing economy. (Note: was among the first to claim wrong guesstimates on the part of social workers. The same applies to other fields of human services.)
- * Perhaps, we too have contributed to the confusion, by the rhetoric of New Careers, and the promises of "systems approach to job analysis and restructuring." Confession is good catharsis, and we owe it to the paraprofessionals, to tell where we've been, what's wrong, and what's realistic to expect.
- * There is the imbalance between:
Supply by educational institutions, and
Needs as perceived by people - consumers of services, and
Demand for services, which is controlled by agencies.
- * There is a running feud between HEW and Labor.
Likewise, fed., state, and local funding/granting agencies.
- * The technical know-how of the systems approach tends to discount such human disparity as competition, conflict-of-interest, balance of power, politics of consensus and/or confrontation.
- * Nobody has evaluated systems approach per se. We've all tried it, and succeeded, kind of.
- * People pursuing employment and educational objectives are not devoted to each other's interest. Therefore, employment and Education are not together.
- * This project, like many others, began in an era of economic optimism (viz., the Great Society). We took up the ideals and worked increasingly against the downtrends of a frozen economy. Like U.S. currency at best, people resources are devaluated, even though original ideals still make sense.
- * Meanwhile, experts say, "We don't know really how to cure poverty." "Rome was not built in one day." "What works best for us works best."
- * Administrative mess in program and financial support from HEW.

Art Buchwald

Spoiled by success

*Sum. Times
7-5-70*

WASHINGTON — Despite everything you hear, there still is plenty of government money around for projects. The only trouble is, you must have a plan that no one is quite sure about.

A vice president of a university system in the Northeast told me about this the other day when he applied for money for a program to run summer schools for students who needed extra help to get into college. He told me the meeting went something like this:

"Now Mr. Haas, from our records it appears that you're applying for a grant of \$500,000 to run a summer school project for students hoping to keep up in college this fall."

"That's correct. We did it last year, and it was tremendously successful. We only had a drop-out rate of 6 per cent."

"Oh, dear me. Then this is not a pilot project."

"No, it's not. We know it works."

"What a shame."

"What do you mean, what a shame?"

"Well, if this were a pilot project the government would be happy to finance it. We'd be very interested in knowing what could come of it. But we can't very well give money to something that's been proved, can we?"

"Why the hell not?"

"MR. HAAS, we're very willing to fund any educational program, providing it's iffy. But we can't throw money away on things that work. Congress would have a fit."

"I still don't understand why."

"I'm trying to explain it to you. The government has no trouble getting money from congress for study programs. It doesn't mat-

ter how much it costs to study a program; we can get the funds. But once we ask for money for a program that has been proven successful, Congress will be committed to it, and nobody wants that, do they?"

"Suppose that I request the money for a study project. Could I get it then?"

"But you already told me that it had worked last summer. There's no sense having a study of it, if it works."

"I'm not trying to be difficult, but this is a very important project. We are taking in people this year who are going to find it tough sledding to keep up in the fall unless they have some remedial work."

"It's not our fault that your program worked last summer, Mr. Haas. Had it failed, we would have given you a blank check to try it a different way. But we're not here to dole out taxpayers' money for programs that have succeeded."

"JUST THE OTHER DAY a superintendent of a public system in the Midwest tried a visual-reading program for his state that turned into a disaster. The machines didn't work, the teachers couldn't handle them and the students lost interest after the first five minutes.

"Did we cut him off? We did not. We gave him another \$10 million to find out why he failed. And we're ready to pour in another \$10 million if he doesn't come up with answers. The whole department is excited by the failure."

"Is there any possible way of getting the \$500,000, knowing what you know about my program?"

"I hardly think so, Mr. Haas. You've made a mess of things as it is. Our motto in the government is 'Nothing fails like success.'"