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ABSTRACT

It is important to emphasize that career guidance is an essential component of career education at all levels. A literature review suggests that: (1) the needs of women, minority, and low-income students are being met only partially; (2) it is not really known whether school placement services promote accountability and effective relationships with the business community; (3) the cost-effectiveness of computers and other media has not yet been ascertained; (4) it seems that counselors should be educated in practical career guidance and counseling; and, (5) employment of paraprofessionals is inhibited by conditions other than credentialing requirements. There is a major need for rigorous program development; a number of continuing, and some newer, specific guidance development initiatives have been undertaken by the National Center for Adult, Vocational, Technical and Manpower Education. A new National Guidance Handbook has been developed as a tool for interrelating vocational instructional programs with classifications of other materials. Career choices take place on a continuing, lifelong basis; freedom of choice rests on understanding one's self and one's options. (Author/AJ)

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CAREER GUIDANCE - EDUCATIONAL RESPONSIBILITY

Presented By

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Keynote Address at the State Work Conference for Vocational-Technical and
Higher Education, Birmingham, Alabama, August 13, 1973.

Governor Wallace, Mr. Faulkner, Dr. Brown, Dr. Hoyt and other distinguished platform guests, it is a pleasure to be back in the State of Alabama again. I was stationed here at Maxwell Field in the Army Air Corps in World War II. As a matter of fact, I learned to fly an airplane at Decatur, Alabama.

It is an honor and a privilege to share the platform with your distinguished Governor George Wallace. He is known throughout the Nation and the world as a fighter and as a courageous leader who is not afraid to speak out for the principles in which he believes. Mr. Faulkner characterized Governor Wallace as Alabama's "Education Governor." I have learned since I arrived here last night that he is responsible for the establishment of your State network of 29 technical institutions, 18 junior colleges and 50 secondary area vocational centers. The increased funding for all education with an increase in vocational education funds during the next biennium from \$71 million to \$102 million is indeed most commendable.

I am impressed by the Governor's new industrial development training program which last year was instrumental in bringing into Alabama more than \$850 million of new industries and training the skilled workers required for those industries.

I have studied your conference program and I must say that it is one of the most impressive State Career Education Conferences in which I have participated. Through the leadership of Ruth Stovall and Thurston Faulkner you have devised a program that will result, I am sure, in the installation of career education in every local school system in Alabama. The fact that more than 4,500 educational leaders are assembled here today to lay plans for the establishment in every local school system of a career guidance coordination office is most impressive. This morning I had the pleasure of meeting with your State Advisory Council on Vocational Education to participate in their discussions on equal recognition for vocational and technical education students at the post secondary level. I applaud their recommendation to award associate degrees in technical education to graduates of vocational-technical institutes whose occupational programs have been accredited by the Southern Association of Schools and Colleges. My congratulations to Mr. Ray Jeffcoat, Chairman of your State Advisory Council and the members of the Council for this forward thinking and positive action.

I was very impressed by the excellent multi-media presentation on the concept of career education which we saw earlier. I also felt that your career guidance handbook which each of you has received does an excellent job of describing the evolving concept of career education.

I am therefore devoting a very small portion of my presentation to the career education concept.

Career education is evolving across the Nation as a system of life-long education centered around a career development theme. As was so appropriately pointed out in the multi-media presentation, it is developing as a multi-level program with career awareness and occupational orientation being a part of the total pre-school through elementary grades with occupational information and a more in-depth career approach being offered all young people in the middle school and junior high school. The secondary level program is placing emphasis on development of saleable skills, further in-depth occupational exploration, work experiences for all students as part of their formal educational program and job placement both part and full time. The post-secondary, adult and continuing levels of career education are also extremely important and require sophisticated occupational preparation as well as continued career information and guidance. It is important to emphasize that career guidance is an essential component of career education at all levels!

Career education can provide specific training for jobs which students require for success and at the same time give them the basic educational skills and knowledges they need to bring personal fulfillment into their lives.

The President's Science Advisory Committee released this week a report "Youth: Transition to Adulthood." The report states that "today's educational and social system has left young people too far removed from an ability to make decisions about their preparation for life."

One of the reports' major observations about the treatment of adolescents concerned the lack of practical and productive work during their period of formal schooling. It recommends pilot programs "involving a much more intimate intermixture of school and work that would give young people a chance to intersperse productive work with classroom training." We have made great efforts in cooperative education, work study and our experimental program on work experience and career exploration (WECEP). This latter program has opened up work experience through the special approval of the Secretary of Labor for young people aged 14 to 16 who were not previously able to participate.

It is important to emphasize that career education is not another name for vocational education but it should accord to its occupational training components the same prestige, concern, and recognition as the college preparatory curriculum. Vocational education is an absolutely essential component of career education.

Without the development of marketable skills there can be no career education. Ultimately, we would hope that when career education becomes universally accepted that all young people no matter when they leave the school system will have a skill which they can offer to an employer or have an academic background from which to pursue further education.

I want to quote from a recent report that Congressman Quie of Minnesota shared with the House of Representatives recently. This report documented that Vocational Education across the Nation is alive and well and is growing steadily. The report entitled "Learning a Living Across the Nation" stated:

1. In a cross section of thirty States nearly three-fourths of the high school students were found to be taking some kind of occupationally related program
2. Enrollments have more than doubled in the last ten years.
3. Vocational education students cost the Federal Government \$43 per year as compared with MDTA programs that cost the Federal Government \$1,875 per year while trainees in the Economic Opportunity Program cost the Federal Government \$2,173 per year.

4. All minorities are represented in vocational education by higher percentages than their percentage of the total population.

5. Virtually all careers are now included in vocational education.

6. A cross section of 1,000 typical vocational education students would be composed as follows:

554 females and 446 males; 268 in consumer and homemaking, 242 in office occupations, 225 in trade and industrial occupations, and 735 in other programs; 133 disadvantaged and 19 handicapped; 563 high school students (107 of them in cooperative work experience programs), 125 post secondary students, and 312 adults; 190 Negroes, 5 American Indians, 7 Orientals, 59 Spanish sur-named Americans, and 739 others;

Career education, in this context, indeed has many implications for those who provide counseling and guidance services. Certainly, of major relevance to career education is the entire subject of the goals for career choice in career guidance and the process of career choice.

Career education is not designed to dictate career choices. Rather, the goals of career choice lie in its process, not in its end results. It is not what the individual chooses that concerns us. Rather, it is that he chooses which is important. It is the reality of choice rather than the realism of choice that is our primary concern. The wisdom of the basis on which the individual choices are made is much more germane to evaluating effectiveness of career guidance than any judgments regarding the supposed "wisdom" of the choices that are made.

This occasion affords opportunity to review with you some of the subsequent progress on career guidance matters discussed in the past two years, as well as to bring to your attention some newer guidance matters which are, or soon will be, commanding attention throughout the country. Though not exhaustive of all the concerns, observations, and recommendations pertaining to guidance as an educational responsibility, I have tried to select material for your consideration which may serve to suggest as "Career Guidance - An Educational Responsibility" my title for this address.

Recent years have brought us a number of education-sponsored studies of the status and needs of guidance, counseling, and placement functions from the perspective of a nationwide overview. These

include internal staff studies, statutory advisory council studies, professional association studies, studies by independent organizations serving education and guidance, and major research studies performed under contract. Not all of the studies from such sources and others can be discussed in such a relatively brief address as this one. But there are several which I should like to cite for this particular audience at this point in time, for I believe that direct and practical use can be made of them by planners and operators of guidance, counseling, and placement programs.

One kind of approach to examining needed improvements in guidance, counseling, and placement is to take a --- systematic look at what nationally influential groups and spokesmen have been saying about, and expecting of, career guidance, counseling, and placement in recent years. Such an approach was taken in December 1970 by appropriate Bureau program staff and advisers (Bottoms, Gybers, and Pritchard). They researched this question by identifying and analyzing dozens of source documents bearing on the subject. They then synthesized from their findings a catalog of areas of "national concern" about career guidance, counseling and placement. The 28 areas of nationally expressed concern (which I will not take the time to read to you) were grouped in 5 broad categories. These I will list for you because, among other things, they suggest the scope of attention and responsibilities which must be involved in a systematic redirection. The 5 broad categories are: (1) Direct

Service Functions, (2) Management and Support Functions, (3) Media and Methods, (4) Staff Development and (5) Target Population Groups.

Previously, the 1968 General Report of the Advisory Council on Vocational Education (Chaired by Superintendent Martin Essex of Ohio) which had preceded enactment of the Vocational Education Amendments of 1968, included substantial observations and recommendations on guidance. The Council's summarizing statement on guidance read:

The need for vocational guidance appears an urgent and critical problem in vocational education. Although nine out of 10 American high schools provide counseling services, only about 50 percent of the high schools provide any form of vocational guidance.

Because realistic occupational selection is a problem of top priority in American education and because a person's occupation is so much a part of his total life, some forms of vocational guidance, including actual work experience, must have continuous emphasis during a large part of a person's educational career.

Despite the demonstrated importance of vocational guidance, schools have not moved ahead rapidly in establishing such services for students. It is evident that improvements in both quality and quantity of vocational guidance have been made in recent years, yet at least half of the youth in high school have been denied vocational guidance on an organized basis as a part of their educational career.

This report also stressed the relationship of administration and supervision to guidance, in the following terms:

Whether the counselors can accomplish any of the above aspects of vocational counseling is largely dependent upon educational administration and supervision and upon counselors' attitudes and philosophies of education. No matter how excellent the abilities of the counselors and the vocational staff attempting to implement these aspects, they and their pupils will have major problems in being accepted as first-class members of the school system if administration and supervision have little or no knowledge of or sympathy with the aims, objectives, and philosophies of vocational and technical education.

One of the primary functions of administration is to encourage and foster the growth of an educational climate conducive to a program of education that will meet the needs of all students and motivate them to maximum achievement.

In June 1972, the National Advisory Council on Vocational Education established pursuant to the 1968 Amendments, issued a special report on counseling and guidance. Assessing the status of guidance and counseling practice as "sorry scenario," this report asserted that beyond the share of responsibility for this to be borne by counselors themselves, lie many others who are also responsible. At least a dozen responsible groups are cited, including school administrators, parents, State departments of education, counselor education institutions, the U.S. Congress, the business and industry community, administrators of vocational education, the many agencies of government which employ counselors, professional guidance associations, manpower experts, and organized labor.

The American Personnel and Guidance Association in testimony before the House Appropriations Subcommittee on Labor, Health, Education, and Welfare concerning fiscal year 1973 appropriations for Title III, ESEA, reported some of the positive outcomes of

guidance and counseling, the dilemma of cutbacks in guidance programs, and the need for substantial expansion of fiscal and personnel support for guidance and counseling. As reported and documented by Erpenbach in the Personnel and Guidance Journal for April 1973, some of the positive developments are as follows:

There is a trend, especially for the girls, to discuss plans for after high school with school counselors to a greater extent.

There was a change in the occupational preferences of females from 1960 to 1970, according to the report (Project Talent, 1971). An increasing number chose careers in the social sciences, more females training to become social workers, police officers, biological scientists, and psychologists. There was also a trend among females away from the traditional female jobs (nurse, secretary, beautician) and toward professionally relevant and a broader spectrum of socially relevant jobs.

Career plans for boys are clearly more realistic. The effectiveness of the guidance programs can be mirrored, at least for boys, in the quantity of pupils taking various

courses or in the quality of curriculums offered by the high schools. The enrollment in various courses reflects more realistic pupil expectations for themselves.

Emergency School Assistance Program activities in counseling, counseling support, student programs, and remedial programs were significantly associated with positive racial climate changes. Yet these areas accounted for only 23 percent of the total expenditures for the program.

Higher ESAP expenditures per student spent on counseling programs were associated with more positive racial change than lower expenditures.

The more effective activities (counseling, counseling support, student programs, and remedial programs) gained effectiveness the longer they had been implemented.

Another benchmark figure includes a 1970 Gallup Poll report on the status of education. One of the questions asked in this nationwide survey of public attitudes was: "How do you feel about having guidance (school) counselors in the public schools? Do you think they are worth the added cost?" The reactions of

the 1,592 adults and 299 11th and 12th graders on the national sample were 73% favorable - "Yes, worth it."

As you are probably aware, the American College Testing Program in Iowa City, Iowa has been conducting a nationwide survey of student career development, covering a sample of some 33,000 8th, 9th, and 11th graders in 200 public and parochial schools chosen to be representative of the nation in terms of region, size of community, socio-economic status of the community, and size of school. A just-released preliminary overview of data accumulated to date disclose the following findings:

More than three-fourths of the nation's high school juniors would like help with career planning.

The proportion is almost as high for 8th and 9th graders as it is for the juniors.

In all three grades, more girls than boys are looking for career planning help.

40% of the 11th graders are uncertain as to whether their educational plans are in line with their vocational goals.

Only 50% of the 11th graders feel that their school has provided them 'some help' (37%) or 'a lot of help' (13%) with career planning.

85% of the 11th graders recognize that career planning must begin before the final year of high school.

A test item that may be of more than passing interest to the women's lib movement posed the following question:

"True or false? Few women work outside of the home after marriage." Forty percent of the 8th graders answered "True," as did 30% of the 11th graders.

Significantly, in all three grades covered by the survey more girls than boys recognizes that statement as false.

The latest comprehensive assessment of guidance practice is titled, Practical Career Guidance, Counseling, and Placement for the Noncollege-Bound Student. This report has just been produced by the American Institute for Research in the Behavioral Sciences, Palo Alto, California under contract with the U.S. Office of Education's Office of Program Planning, Budgeting, and Evaluation. Though the focus of this study is on the so-called non-college-bound, most of the findings and recommendations have implications generalizable to general practice. This assessment was done in order to provide a "state of the art" baseline for the development of major policy recommendations by the U.S. Office of Education and others.

One primary purpose of the assessment was to review extant literature for evidence bearing on a number of hypotheses predetermined by the Office of Education. Very few research studies exist to deal with the issues represented by the hypotheses. Accordingly, most of the relevant literature consisted mainly of expert opinions, so that there is an obvious need for further research on the questions. In any event, the literature which was available and reviewed yielded the following findings in relation to the enumerated hypotheses: (Quoted from AIR Report)

1. WOMEN, MINORITY STUDENTS, AND STUDENTS FROM LOW INCOME FAMILIES HAVE NOT OBTAINED OCCUPATIONAL INFORMATION AND ASSISTANCE IN RELATING THEIR ABILITIES AND INTERESTS TO CAREER OPTIONS AND SPECIFIC SKILLS TRAINING PROGRAMS.

The literature indicates that this hypothesis is partially true. Women, minority students, and students from low income families who are not college-bound currently do not receive sufficient assistance. However, the literature on this subject generally does not relate to whether help has been given but rather to the kind of help that should be given.

2. PLACEMENT SERVICES OPERATED WITHIN THE SCHOOL IMPROVE SCHOOL ACCOUNTABILITY, AND PROMOTE AND ENHANCE THE RELATIONSHIP OF THE SCHOOL WITH BUSINESS, INDUSTRY, AND OTHER AGENCIES PROVIDING JOBS FOR STUDENTS.

This hypothesis also proved to be only partially true. Placement is ordinarily organized to embrace only vocational and educational areas, although follow-up of dropouts is occasionally included. However, no effort is generally made to expand the effects of placement into other areas of a broadly defined career.

3. CURRENT EXPERIMENTS WITH COMPUTERIZATION OF INFORMATION FOR COUNSELING AND GUIDANCE PURPOSES DO NOT APPEAR TO BE COST-EFFECTIVE: OTHER MEDIA, METHODS, AND MATERIALS MUST BE DEVELOPED TO PROVIDE CAREER INFORMATION.

The literature on computer and other media systems do not permit the required judgment on this hypothesis. There is one study of the cost effectiveness of such systems, but its design oversimplifies to such an extent that its findings have little significance.

4. THE EDUCATION AND TRAINING OF GUIDANCE COUNSELORS HAVE NOT PREPARED THEM TO PERFORM THE PRACTICAL CAREER GUIDANCE AND COUNSELING NEEDED BY THE NON-COLLEGE-BOUND.

Data are not sufficient on which to base acceptance or rejection of this hypothesis. The literature generally suggests that counselor education and training should embrace practical career guidance and counseling required by non-college-bound students.

5. CREDENTIALING REQUIREMENTS INHIBIT EMPLOYMENT OF PERSONNEL WITH WORK EXPERIENCE AND PARAPROFESSIONALS WHO MIGHT BE ABLE TO BRING PRACTICAL CAREER INFORMATION AND ACTIVITIES TO THE NON-COLLEGE-BOUND.

This hypothesis can be rejected. Only a few credentialing requirements apply to the hiring of paraprofessionals and personnel with work experience. The factors that do inhibit employment of paraprofessionals seem to be that there are few if any organizations representing them so that their case is not presented as forcefully as it should be and counselors are trying to develop professional roles for themselves and fear potential dilution in the quality of guidance and counseling if it is offered youths by anyone other than themselves.

In summary, as indicated previously, the literature suggests that: (1) the needs of women, minority students, and students from low income families are being met only partially; (2) it is not really known whether school placement services in schools promote accountability and effective relationships with the business community; (3) the cost-effectiveness of computers and other media in guidance and counseling has not yet been ascertained; (4) it seems that counselors should be educated in practical career guidance and counseling if recommendations of counselor educators were followed but counselors still exhibit specifically identifiable deficiencies; and (5) employment of paraprofessionals is inhibited by conditions other than credentialing requirements.

In my February 1972 speech in Wisconsin, alluded to earlier, I observed, "While it is clear that a national movement to improve and expand career guidance, counseling, and placement is substantially underway ... it is of paramount importance that all of us think carefully about what we would redirect our sights, our talents, and the public's resources towards - and why." "The major national need has substantially shifted from portrayals of 'what is wrong with guidance' to the need for sound delineations of 'what will be right with guidance' - and, therefore, of 'what' guidance justifies increasing solid support in public policy and allocation of resources."

The new American Institutes of Research report just cited provides as a final recommendation, a generalized "answer" to this basic need for positive direction:

If guidance systems are to be realigned to meet genuine needs of youths as conceived by the authors, there is a major need for rigorous program development. The potential to conduct such development and evaluation requires explicit, clearly defined, and measurable knowledge of the practical and political context in which judgments concerning achievement of these objectives must be made. Then, data generated by a program must be: correlated with these objectives, as specifically related to the behavior of members of the target population; collected accurately; presented in easily interpretable form; and provided in time to be used by decision-makers at all levels with a means to evaluate cost-benefits and cost effectiveness.

At this point, let me comment on a number of continuing, and some newer, specific guidance development initiatives which have been undertaken under my administration of the former Bureau of Adult, Vocational and Technical Education and the present Center for Adult, Vocational, Technical and Manpower Education.

Some of your State leaders, at least, are knowledgeable about our continuing Career Development Guidance, Counseling, and Placement Project, which is under contract with the University of Missouri at Columbia.

It was designed to provide leadership and technical assistance to the States to help them formulate and implement more effective career development, guidance, counseling, and placement functions. This project will carry through to implementation of the goals, concepts, and principles originally recommended by a coordinated series of national and regional conferences on "guidance, counseling, and placement in career development and educational-occupational decision-making." I am confident that some of you participated in either the October 1969 national conference, or in one of the conferences held in each HEW region the following year. Two Alabama State Department representatives participated in a January 1972 National Training Conference, which led off the current phase of this long term guidance program development effort. They or their successors are regularly receiving selected guidance guideline materials from the University's project staff. The contract phase now in progress is designed to encourage and assist each State, the District of Columbia, and Puerto Rico in organizing and conducting an Implementation Workshop. The purpose of each State

workshop, or series of equivalent activities, is for State personnel to develop or to improve any existing home-school-community model for implementing career development, guidance, counseling, and placement in their respective and local school districts.

About 15 States have now completed their final or field-test edition of a State-wide guide. Later this summer, as a further potential aid to additional States, an "illustrative State guide" applying the concepts and principles presented in the 1972 National Training Conference will be disseminated to the designated project leaders in each State. This has been produced by project staff in consultation with its project Executive Committee and National Steering Committee.

Funded under Part F of the Education Professions Development Act, and currently in the detailed planning stage, is a National Training Conference on Selected Guides for Planning and Installation of Local Career Development, Guidance, Counseling, and Placement Programs. Directed by the Missouri State Department of Education, this February 1974 conference will have participants study selected guides, relate them to conditions and needs in their own operating situations, and develop plans for coordinated guidance program development and personnel development in their local operating situations. The guides for study will be selected from among those produced by the nationwide University of Missouri project, and from other sources.

This month another contractor, Science Research Associates of Chicago, Illinois, will complete the manuscript for a unique new guidance tool entitled, National Guidance Handbook: Vocational Education Programs. Dependent upon the availability of funds for the purpose, it is intended to print and publish this volume through the Government Printing Office. Conceived by our guidance staff as a complement to the Bureau of Labor Statistics' well-established Occupational Outlook Handbook, and planned with the assistance of special consultants, this new National Guidance Handbook will provide descriptions of the nature of about 140 "typical" vocational-technical instructional programs.

These instructional program descriptions will be preceded by a discussion of career planning, and a presentation of status and trends in vocational-technical education. More than a reference volume, however, this publication will provide a working guidance tool by virtue of a series of special indexes which will permit interrelating the vocational instructional programs with the classifications of other materials, such as the Occupational Outlook Handbook, the Dictionary of Occupational Titles, Holland's Occupational Outlook Classification System, and the two new Office of Education Directories of (1) Secondary, and (2) Postsecondary - schools with occupational curriculums. Reading level has been aimed

at junior high school students so that they, as well as older students, adults, and professional workers in private and public organizations, will find the publication useful. Careful efforts have been made to avoid any sexual stereotyping.

A comprehensive and integrated developmental program of career guidance, counseling, and placement--responsive to the needs of all in-school youth, and also to the needs of youth and adults already in the job market who need further education or training--must be designed for such outcomes as the following:

First, identification of, and prompt attention to, the career development needs, characteristics, and circumstances of all students, at all educational levels, with an increasing proportion of attention given to the disadvantaged and handicapped.

Second, developmental programs of self-awareness and career orientation and information beginning in kindergarten through post-secondary and adult for all students;

Third, systematic and sequential activities by the total school at all levels to facilitate the educational-occupational decision-making of all students taking into consideration their age and maturity;

Fourth, job placement programs that assist each student to gain employment and to satisfactorily hold a job;

Fifth, an outreach function aimed at youth outside the school system and designed to help them to return to an appropriate learning situation or to part-time training and related employment; and

Finally, follow through and linkage assistance, including job adjustment counseling.

In conclusion, I should like to emphasize once again my strong convictions regarding the process of career choice and career development.

Career development is essentially a lifelong process, beginning early in the pre-school years and continuing, for most individuals, through retirement. As a process, it includes the view one has of himself as a worker, the view he has of work itself, the knowledge he acquires about himself and his possible work opportunities, the choices he makes related to himself as a worker, and the ways in which he implements those choices. Programs of career development concern themselves with each of these facets of the total process.

Personal choices involved in career development are taking place on a continuing basis throughout the life of the individual. Choices involving personal life styles, personal values, and leisure time preferences are as much a part of career development as are occupational choices.

The freedom to choose occupations is among the most treasured of all those promised American citizens. This freedom to choose, theoretically, is without limit. It extends even to the freedom to choose not to choose. It is predicated on the assumption that, given such freedom, most individuals will choose in ways which, in the long run, will not only bring satisfaction to themselves but also maximum contributions to society.

To express a commitment to a philosophy of freedom to choose in no way guarantees that such freedom will, for a given individual, be present. There can be no freedom of occupational choice for those who have never learned how to make occupational decisions. One cannot choose from among opportunities unless he knows what those opportunities are. In addition to knowledge, understanding is also an essential element in the making of decisions. Even the best of decisions benefits the individual little if he has no concrete ways of implementing the decisions he has made. How can we speak about freedom of occupational choice unless the individual is given an

opportunity to understand himself as well as the variety of options open to him?

A career education thrust in American education simultaneously demands and promises a top priority for redirecting and expanding career guidance, counseling, and placement; all of us can help achieve this priority because career development will operate at every level and in every setting represented in career education.

Alabama is well on the way to achieving the promise of career education. Our congratulations to all of those leaders in education, government, business and industry who have made this possible.