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AUTHOR Koble, Daniel E., Jr., Comp.; Newton, Mark, Comp.
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ABSTRACT

The six topics presented in this report which were addressed in seminars conducted at a conference, second in a series, focusing on developing the leadership potential of urban vocational education administrators. The six topics are (1) Educational Organizations in the Large Cities: The Challenge Ahead, (2) Achieving Urban Vocational Improvement by Involving National Organizations, (3) Strategies for Assuring that Funds Allotted to Cities for Vocational Programs Will Be Spent for the Intended Purposes, (4) Facilitating the Employability of Handicapped Persons Through Regular Vocational Programs, (5) Evaluating Vocational Education Programs on the Basis of Job Placement and Labor Market Supply and Demand, and (6) Strategies for Improving the Quality of Vocational Education Leadership in Large Cities. Also, papers presented under three topics (topics 2 through 4 above) were synthesized by a group task force and the resulting position papers (3), are included. Program participants' names and addresses and the agenda are appended. (BL)

Leadership Training Series No. 50

1977 National Leadership Seminar
for
Administrators of Vocational Education
in Large Cities

Arlington, Virginia
March 26-29, 1977

DEVELOPING THE LEADERSHIP POTENTIAL OF URBAN VOCATIONAL EDUCATION ADMINISTRATORS

(Conference II)

Compiled and Edited
by

Daniel E. Koble, Jr.
Personnel Development Specialist

Mark Newton
Graduate Research Associate

The Center for Vocational Education
The Ohio State University
1960 Kenny Road
Columbus, Ohio 43210

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THE CENTER MISSION STATEMENT

The Center for Vocational Education's mission is to increase the ability of diverse agencies, institutions, and organizations to solve educational problems relating to individual career planning, preparation, and progression. The Center fulfills its mission by:

- Generating knowledge through research
- Developing educational programs and products
- Evaluating individual program needs and outcomes
- Installing educational programs and products
- Operating information systems and services
- Conducting leadership development and training programs

FOREWORD

This is a report of the second conference in a series conducted by The Center for Vocational Education and sponsored by U.S. Office of Education, to partially serve the in-service needs of vocational education administrators in large cities. Professional improvement requirements of this group of national leaders are a high priority.

The major emphasis of the 1977 National Leadership Seminar for Administrators of Vocational Education in Large Cities concerned developing the leadership potential of urban vocational education administrators. This was an extension of the theme followed during the 1976 seminar. The central focus was the development of position statements regarding the role of large city vocational education administrative personnel in four critical areas: (1) evaluation of programs based on job placement and labor market, (2) meeting the needs of handicapped persons in regular vocational programs, (3) urban vocational improvement by involving national organizations; and (4) assuring that funds allotted to cities for vocational programs are spent for the intended purposes. Another major goal was the development of a plan of action to improve the quality of vocational education leadership performance in large cities.

This seminar was production and outcome oriented. Many valuable hours were devoted to intensive discussion, debate, consensus reaching, synthesis, and reaction. These activities were prerequisites to the development of working position papers and an annual plan which were presented at the seminar's conclusion.

The conference was facilitated by a cadre of nationally recognized educational leaders who functioned both as presenters and resource persons. Their major contributions are contained in this publication

Special recognition is due Daniel E. Koble, Jr , Personnel Development specialist, for his efforts in directing the seminar. Additional appreciation is extended to Center staff members Bruce Reinhart, associate director, Kenney Gray, research specialist, Mark Newton, graduate research associate, and Mary Jo Alvoid, project secretary for their assistance prior to and throughout the seminar The cooperation of the Large Cities Planning Committee, The National Association of Large City Directors of Vocational Education Personnel Development Division, BOAE/USOE, Region V, USOE, and the Ohio Division of Vocational Education is gratefully acknowledged.

Robert E. Taylor
Executive Director
Center for Vocational Education

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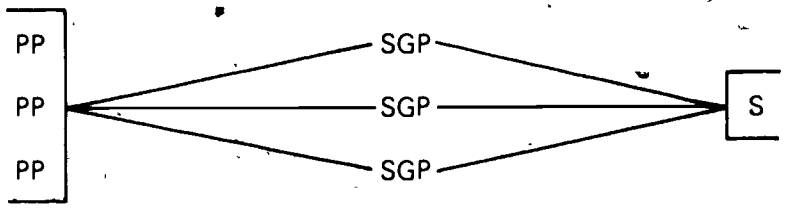
METHODOLOGY

The 1977 National Leadership Development Seminar for Administrators of Vocational Education in Large Cities is designed to provide in-service education for Directors of Vocational Education from the nation's large cities. The focus of the seminar, the second in a series, is on developing the leadership potential of urban vocational education administrators.

Papers have been developed on a number of topics by selected personnel and will be presented at various times throughout the seminar. Following those presentations, seminar participants will group themselves into small group task forces. It will be the responsibility of each small group to synthesize three papers related to one of the major seminar topics into one group position paper. A predetermined synthesis team will then further synthesize the papers produced by each small group into one position paper per topic.

Additionally, presentations and working sessions related to other critical concerns will comprise a second major component of the seminar.

The following diagram depicts the strategy to be employed relative to the synthesis of position papers:



PP = presentation of paper
SGP = small group synthesis of papers for each topic
S = synthesis of task force papers into one paper per topic

SYNTHESIZED REPORTS OF WORKSHOP GROUPS AT THE 1977 NATIONAL LEADERSHIP SEMINAR FOR ADMINISTRATORS OF VOCATIONAL PROGRAMS IN LARGE CITIES

(See Methodology Section for process used to synthesize workshop group papers)

Topic A

ACHIEVING URBAN VOCATIONAL IMPROVEMENT BY INVOLVING NATIONAL ORGANIZATIONS

Working Synthesis Report

The Problem

The National Association of Large City Directors of Vocational Education is a professional organization of those people who must deal with city concerns about the role and contributions of the urban vocational education delivery system.

It is this system, its capabilities, its national, state, and local charges, and its economic and efficient utilization which this association seriously addresses.

We are in an era when a sizeable proportion of Americans live, work, and play in large metropolitan complexes. These cities function on a base of industry, business, and communications technology.

The nation is searching for effective training and educational responses to the problem of high youth unemployment, manpower development, economic stimulation, openness to opportunity for all, and success for all in the development of earning power and survival skills.

As we look for solutions through political action and legislated programs and their impact upon and around existing training delivery systems, we find many undesirable things taking place. Increasing duplication of efforts, programs, services, and forseeable competition for declining resources present a major concern at all levels. There is a need for plans to effectively respond to these problems in areas of high population concentration.

Vocational education alone cannot save the cities, nor provide the quantity and quality of education and training needed. The scope of the task before us will require resources from a much broader base than in the past. The agricultural heritage of vocational education is no longer sufficient to accomplish the task.

Community, business, industry, organized labor, and federal agencies all have a major stake in the improvement and expansion of vocational programs in urban areas. What will be required is a new dimension of commitment and involvement on the part of decision-makers to provide the local, state, and national resources which can assist with the job to be done.

Conditions

At a time when youth unemployment of major proportions beset our large urban centers, cities are finding increasingly short supplies of resources to update and remodel vocational facilities, expand or build new facilities, provide for needed staffing requirements, and fund equipment and instructional supplies.

Yet the need ever increases for improved quality, and updated, and appealing vocational education which appropriately interfaces with local, state, and national manpower needs and projections.

The need for skill training and development as a part of all education continues to be most important. It is the professional responsibility of this assocaition to address a deficiency of input by, and an understanding of, the problems in major cities as they relate to vocational training.

We believe urban vocational education must now take concerted actions to communicate vocational education capabilities and needs as they exist in large cities.

Recommendations

Therefore, it is recommended that:

1. A close affiliation be developed with national groups such as the Council of Great City Schools, the urban section of the American Association of School Administrators, the American Vocational Association-National Council of Local Administrators, and the PTA's for the purpose of communicating the positions, suggestions, and requests of large city vocational directors.

2. We develop working relationships at the local and state level with Chambers of Commerce, CETA advisory councils, and organized labor which can provide support to the efforts of vocational education administrators to assist in providing quality programs.

3. Names of persons be recommended to the USOE Bureau of Adult, Vocational, and Technical Education, who could be sought to fill vacancies in that office.

4. We submit criteria and guidelines which have been established by our association to the AVA regarding the post of executive director to be filled upon the retirement of Lowell Burkett.

5. We establish as highest priority a politically based effort to contact at local levels organized agencies, businesses, industries, and national entities for the purpose of seeking collaboration in the tasks of information about and implementation of quality vocational training programs in large cities. These voices are needed to speak out on the uneconomical duplication of efforts inherent in various funded manpower and employment programs. New coalitions for stimulating political impact are now a growing need.

6. We identify individuals at the federal, state, and local levels who can hear and communicate the positions, needs, concerns, and facts of urban vocational education. This effort should include mayors, chairmen of legislative committees, and individual local, state, and national legislators.

7. As large city directors we support and promote the concept that vocational education is an essential part of the total program of the American school system, not an add-on.

8. Urban vocational education leadership more actively seek involvement with CETA councils and youth opportunity legislated initiatives to assist in providing quality training with minimal duplications of efforts.

9. Obtain the cooperation and support of five or six leading nationally known superintendents from the Council of Great City Schools, who can testify and assist in explaining and promoting the contributions vocational education can make.

10 Large city vocational directors take additional steps to have the needs of urban vocational education more fully reflected in state vocational plans.

Summary

Vocational education must be a vital partner in the arena of manpower development and provides an excellent mechanism for the delivery of these services. The states and nation stand to benefit immeasurably by utilizing the resources, expertise, and services of vocational educators and facilities in these tasks A common trust must be established between vocational education and other existing and emerging sources of manpower and youth employment efforts.

Inroads will be achieved by vocational educators working together with a broad base of other local and national organizations which can provide help in encouraging and obtaining additional and new resources and information to assist in providing quality training in a more systematic, efficient, and effective manner

Topic B

STRATEGIES FOR ASSURING THAT FUNDS ALLOTTED TO CITIES FOR VOCATIONAL PROGRAMS WILL BE SPENT FOR THE INTENDED PURPOSES

Working Synthesis Report

Objectives

Objectives for vocational education must be defensible. Strategy for arriving at defensible objectives is obtaining and reconciling information about student interests with needs of employers and organized labor. The demand data should reflect the needs of a broad area, not just the local school district as students are often quite mobile.

Defense of the objectives/programs can be done by calling on students and their student organizations and employers to support the case of vocational education with the board of education.

Comprehensive Planning

Comprehensive planning for the vocational education needs in the city is essential to describe what needs/population will be served and those groups that will not be served. The current legislation requires states to take a comprehensive approach to the development of state plans and the states are likely to pass along the planning requirements to local agencies. Large city directors should participate in state planning activities and work to see that his/her state advisory council forcefully represents the problems and interests of urban school districts. The comprehensive plan should show what is being provided in programs outside of the public schools in private, post-secondary public schools and CETA prime sponsors

Advisory Committees

Advisory committees, when structured and used effectively, are excellent sources of input to program planning and development, and to selling the vocational program to the community. The committee possibilities include craft committees and a total program committee with the later having broad representation, including local vocational education teachers; superintendents and administrators of local educational agencies, school systems with large concentrations of persons who have special academic, social, economic, and cultural needs and of persons who have limited English-speaking ability, women with backgrounds and experiences regarding sex discrimination in job training and employment and sex stereotyping in vocational education, including minority members with such backgrounds; links with the CETA planning committee; and the general public, including persons representing and knowledgeable about the poor and disadvantaged.

The advisory committee should have the confidence and backing of the superintendent, and should conduct regular meetings around a planned calender of activities.

Public Information Programs

A public information effort should be conducted continuously. Unless the public is aware of the vocational needs, it will not support the program. Efforts could include:

1. Placing a media person on the advisory committee;
2. Issuing regular press releases including those by students and teachers;
3. Displaying work of students;
4. Presenting vocational success/needs stories to associations, conventions, and other groups;
5. Publicizing contest activities;
6. Other

Rules and Regulations

Large city directors should review and make recommendations concerning their needs and concerns. Funds should be allocated on the basis of population need (i.e., percent of disadvantaged students) rather than formula of assessed valuation. Funds for the disadvantaged should be approved for use with all aspects of the program (i.e., equipment, facilities) as determined by the local director and his plan.

State Plan

State plans for vocational education should specify that dollars to cities and other local education agencies be channeled directly to the local director of vocational education for program development and operations according to the local plan.

Long-term Investments

More emphasis should be placed on long-term programs such as offered by vocational education with less emphasis on short-term temporary efforts such as CETA programs.

Budgeting

Careful, realistic, and detailed budgeting is required. Budgeting should price out the strategies to be employed to conduct programs called for in the comprehensive plan. Too many fiscal officers budget only for those dollars that some one told them they were going to receive rather than budgeting to do a complete job and then show how far the dollars being allocated will go in carrying out the complete plan. In other words, the school board and the public will have the picture and then decide how far they want to go. Don't get locked in by a small piece of the school budget without informing the policy-making people just what part of the pie they are buying.

Topic C

FACILITATING THE EMPLOYABILITY OF HANDICAPPED PERSONS THROUGH REGULAR VOCATIONAL PROGRAMS

Working Synthesis Report

Background

Because of new federal legislation, it is mandated that handicapped persons how have rights to education in the least restrictive environment and in the most appropriate program.

Vocational education programs can no longer have a quota system as to numbers of handicapped persons who can be admitted.

Position

Local directors of vocational education in large cities are committed to the belief that the vocational education goals for persons classified as handicapped must be the same as those for clientele who are classified as normal. Handicapped should have the same access to services, programs, and jobs as the normal clientele have, including gaining work adjustment skills, which are a prerequisite to a student's successful survival on any job. However, handicapped should not be led to believe that specific skill training guarantees immediate employment upon completion.

Principles

Serving the handicapped:

1. Involves opening instructional programs to persons with significant impairments which restrict their performance in one or more areas of life.

2. Calls for efforts to eliminate attitude barriers toward the handicapped on the part of vocational educators and employers.

3. Requires training to be provided for persons responsible for conducting and administrating vocational education programs and serving to enable them to effectively operate programs which serve handicapped persons.

4. Requires a cooperative effort and commitment for continuing involvement with the business community to productively employ the handicapped.

5. Demands a cooperative effort between Special Education, Vocational Education, Vocational Rehabilitation, and other agencies that serve the handicapped.

6. Includes both physical and mentally handicapped.

7. Gives rise to the need for interpretation of laws, rules, and guidelines services to the handicapped to employers and educational funding agencies.

8. Calls for teacher training institutions to provide special training for capacitating teachers and other professionals to effectively serve handicapped persons within vocational education programs.

9. Challenges leaders to design vocational education programs to serve all-handicapped persons who may expect to benefit from preparation for employment and should include provision for post-employment services.

10 Requires comprehensive understanding of the federal, state, and local laws, rules, and regulations pertaining to the handicapped

11 Requires developing placement criteria using the same principles as used when developing placement criteria for non-handicapped.

Key Factors

Current and future vocational education programs must address the following key factors relative to what resources are available for mainstreaming the handicapped

1 Federal, state, and local financial sources

2 Accessibility of facilities

   a. Utilization of all suitable facilities
   b. Flexibility of time, space, and scheduling

3. Staffing

   a Coordinated use of inter-departmental and/or agency staff (e.g., Special Education, Vocational Education, Vocational Rehabilitation, Counseling and Guidance)
   b. Preparation and orientation of staff
   c. Assisting students to identify needs, interests, and inclusion into regular programs of vocational education

4. Equipment

   a. Specialized equipment and its usage (e.g., Braille typewriters, etc.)

5. Community resources

   a. Social agencies (all)
   b. Business and industry on a total basis
   c. Labor organizations
   d. State and local councils
   e. Parents and parent organizations
   f. Employment services

6. Evaluating effectiveness

   a. A complete planning process
   b. Placement (jobs related to skills learned)
   c. Employers and student feedback
   d. Continuous and after the fact evaluation
   e. Reentry open for improvement of skills, upgrade, retrain, and supplement (open entry – open exit)

Topic D
EVALUATING VOCATIONAL EDUCATION PROGRAMS ON THE BASIS OF JOB PLACEMENT AND LABOR MARKET SUPPLY AND DEMAND

Working Synthesis Report

This title somewhat implies that programs of vocational education should be evaluated solely on the basis of job placement and labor market supply and demand. Certainly job placement and labor market supply and demand are important, but a total reliance on this information does not accurately reflect what a vocational education program is or what it should be.

If we evaluate a program solely on the basis of job placement, we are ignoring some potentially significant information in the evaluation process. Additional factors that must be considered in the process of evaluating vocational education programs include:

1. Length of Minimum Program Operation
2. Training Cycles
3. Enrollments
4. Completions
5. Non-completions
6. Placement—Job and Further Education
7. Demand/Supply
8. Handicapped
9. Disadvantaged
10. Limited English-speaking
11. Average Cost per Enrollment
12. Average Cost per Completion
13. Average Cost per Placement
14. Benefit/Cost Ratio

We are also concerned about the definitions of placement and labor market supply and demand but will accept the definitions presented in the paper appearing later in this report by John Van Zant. While placement is important, the definition of placement should allow consideration of the diverse backgrounds of students being served by vocational education programs. Consideration should be given to the time a student is in a program as actual attainment of employable skills may not be reached when anticipated, thus necessitating additional educational and skill training, some beyond the secondary level.

The reliability of the available information and the amount of time and cost for gathering, updating, and adjusting the data to local conditions are deterants to the use of labor market supply and demand data. The data needs to be collected following the steps outlined in the paper by Virginia Lamb, which appears in a later section of this report. Even then the cyclic nature of the economy and other factors may diminish the validity of the data obtained.

It is clear that the general public, state legislators, and the Congress are demanding accountability for their vcational education programs. It is up to the vocational education administrators to provide the necessary evaluation data, the justifications for needed change, and evidence that change has occurred when required.

Job placement and labor market supply and demand are critical information sources for program evaluation. As vocational educators we need to remember that there are other very important data sources to consider in program evaluation.

As vocational educators we are called on with increasing frequency to make decisions that will result in sudden, swift, and sometimes cataclysmic changes for our programs. However, the day is past when any vocational educator can effectively and efficiently operate by hunch, tradition, and intuition.

SECTION ONE:

EDUCATIONAL ORGANIZATIONS IN THE LARGE CITIES: THE CHALLENGE AHEAD

- Can Education Lead in the Pursuit of a Genuine Community in America?
- Using the National Large Cities Needs Study to Improve Vocational Programs in Urban Areas
- Please Listen to What I'm Not Saying

WELCOME TO THE NATION'S CAPITAL

by Ettyce Moore*

Welcome to the nation's capital for your annual meeting. I have been told that this meeting will focus on developing leadership potential among administrators of urban vocational education programs, and I would like to say that I am not concerned about leadership or enthusiasm being lacking here.

You are dealing with a very critical subject—one which is of primary importance to the future of this nation. You are talking about the options and opportunities we will offer our young people for their own growth and development. In fact, how well urban school systems are able to respond to vocational education needs and the leadership you are able to exert in designing programs and getting the funding to meet these needs may well shape the social and economic future of our entire nation.

Vocational education has changed a great deal in recent years, across the nation, and in this city as well, and the Mayor wanted me to tell you about a few of the changes which are taking place here. Vocational education is no longer a rigid program offered only to a small group of students at the secondary level. We are starting to teach young people about careers at the elementary school level. We are recognizing that what they get from their education and the choices that they and their parents have to make may well depend on their getting an idea very early of the wide ranges of career choices available and the types and lengths of preparation for these careers. We are finding a great deal of interest at the elementary level in career days, in speakers and demonstrations about various careers, and we are achieving a much better understanding among young people of what lies ahead of them and what their aspirations can be. This opportunity is particularly important in working with young people who have limited experience and contact with the wide range of careers as a result of generations of discrimination or poverty.

At the secondary level, I understand we are taking several new approaches to career education. We are recognizing that vocational training is not something available to every student. We are recognizing more than ever that every student, whether he drops out at age sixteen or whether he goes on for a Ph.D., is going to be a part of the world of work and is going to need some special training in his field.

Even beyond the secondary level, the residents of this city have major new resources at their disposal. In addition to a variety of new public and private programs which have started over the past ten years for those who need basic job training and retraining, and in addition to the strengthened emphasis we are placing on vocational rehabilitation for those with various types of handicaps, we now have the resource of the Washington Technical Institute, which offers a wide range of opportunities for post-secondary vocational education. This institute will be merged with our new public

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*Ettyce Moore represents Mayor Walter E. Washington, Washington, D.C.

college and our teachers college prior to the next school year, and we expect that this merger will enable us to make better use of our resources and to offer a better coordinated total post-secondary program for our residents. I might point out that these programs do not serve only young people directly out of high school. A substantial percentage of our students are adults who have been in the world of work for some years and who are coming back to take advantage of new opportunities and for further training in fields in which they are already working.

These are just some of the changes that are taking place. I recognize that we have a long way to go in developing approaches to vocational education that are meaningful, meet the needs of our citizens, and are realistic in terms of the needs of the job market. This type of conference is very important in bringing together the people who can exchange ideas and plan on a national level the types of efforts and approaches that are needed. We are pleased and honored that you are meeting in the District of Columbia for this purpose.

Let me say a word on the subject of finance, since money is needed to turn plans into actions. I understand that is one concern of yours—finding and guaranteeing that the resources will be there to carry out your programs on both local and federal levels. This is a particularly important subject now, in light of the very tight budgets most cities are faced with. The pressures of inflation and unemployment have forced many cities to reduce services rather than to expand them, and at the very time when growing unemployment makes vocational training and retraining more important than ever. It is of critical importance, therefore, to identify and realistically assess the resources available through government, to obtain the cooperation of the private sector, to convince the private sector of the ultimate benefits to them from these programs, and to design programs that use resources in the most efficient way possible.

I hope all of you have an opportunity while you are here to see our facilities and programs for vocational education. We are pleased to have you here and are most interested in hearing your conclusions, your ideas, and your new approaches because the results of this meeting will benefit all of us

CAN EDUCATION LEAD IN THE PURSUIT OF A GENUINE COMMUNITY IN AMERICA?

by Samuel D. Proctor*

It is a serious challenge to ask education to undertake the task of building a genuine sense of community in America. It is a task that needs urgent attention, but is education ready or able? We have completed our geographic community. We are spread from sea to shining sea. We are encircling old cities with satellite communities and we are bold about building anything anywhere. Jet planes and television have us in close communication with each other and regional speech habits are less and less identifiable. We see signs of the making of a national community, but genuine community means more than wearing the same clothes, eating the same food, singing the same songs, or using the same language. It is much more profound. It deals in attitudes toward the defenseless, the use or misuse of natural resources, how a stranger feels in our midst, and what hope exists for a late entrant in the race to success. A society may have physical community thrust upon it, but genuine community is a human achievement.

Moreover, the polarization in our country is hardening. The cynicism of many of the young is growing. The leadership from high government is ambiguous at best and fatalistic at worst.

The young who are so critical of our institutions have little mutual basis for conversation with adult leadership. For they have rejected the starting points of discussion that the adult generation takes for granted, namely the Judaeo-Christian ethical norms and free enterprise. They declare that our conduct has made such a mockery of ethics that we have lost credibility and that the free enterprise system has failed to cure poverty or to keep an economy stable without a war every generation. So, on two very important counts the conversation ceases.

The black population is no longer content with a slow trickle of favored and talented ones in their midst escalating to positions of privilege while their masses are caught in a spiral of poverty, ignorance, and futility.

But even apart from the question of the generation gap and the racial gap, the country has a deeper chasm to bridge. We are divided between those who, on the one hand, feel that America is big enough, strong enough, and responsible enough to invest its resources on a generous scale to humanize life for her masses at home and to share far more freely her resources abroad; and, on the other hand, those who are postured in the opposite direction. The latter feel that it is not the business of anyone to guarantee minimum well-being for everyone. They cannot conceive of all people in America not getting exactly what they deserve. They have no awareness of social processes that compound injustice or of the unfair distribution of advantages. They see everything as earned and they are blind to their own inherited status, which may be a fortunate one, and to that of another, which may be unfortunate.

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*Samuel B. Proctor is professor of education at Rutgers, The State University of New Jersey and minister of the Abyssinia Baptist Church in Harlem, New York City.

This condition did not suddenly descend upon us like a freak tornado. We have been moving toward it for a long time. It is more visible today because those who have been estranged, alienated, and insulated have become more and more vocal. They will not become less vocal. Their aspirations will not recede. The forces are solid and real that have raised the expectations of the disinherited. They have made people aware of their tangential status in our society. And this awareness is no illusion.

We need help We need to find out how to succeed inlaying the foundation for building genuine community in America. This need is more important than faster trains, bigger planes, better surgery, cleaner water, and purer air. We could press our technology to a fine perfection, work out the rhythm of the economy, clean up the environment, and add years to our lives, but with this technology and in this sanitized environment we could stumble and blunder into one conflict after another until our only option left would be as barbarous as those of cave men and as primitive as the anthropoids. We need help

The term "genuine community" is used to suggest that there are superficial levels of community that are fairly easily attainable. Men who are accidentally thrown together by the force of circumstance, with no choice on their part, share only physical proximity This does not involve the height and depth of the human spirit. It calls for politeness and civility, but it does not call into motion the more profound aspects of our human capacities Men who happen to share the same airport limousine from the loading ramp to the hotel lobby may be said to be in community. But this is for one hour and with a very limited objective. Athletes who take to the field wearing the same uniform and prepared to risk injury for victory are indeed in community. But again, this is for a limited time span and for a very limited objective. Even a family, sharing a common genetic and biological heritage, whose voices have a similar timbre, whose members walk with the same gait and whose youth is spent by the same fireside share a great deal in common. But unless they choose to live by a common set of values, unless their sense of charity exceeds their competing ambitions, and unless their blood kinship is superceded by a moral kinship their community is strained and tenuous. Luckily, for some families, even though they inherited each other they do eventually choose the fellowship of each other and their family ties are interwoven with the strongest human ties, and community is created.

Genuine community has to do with a long time span. Its duration is limited by choice only and not by other arbitrary constraints. It arises out of volition, not circumstance. It means that the freedom even to deny fellowship is a real freedom also; and, with this same freedom men choose rapprochement rather than estrangement. This is genuine community. It involves us not at surface levels of concern alone, but in genuine community the total life is involved and every facet of the prism of human emotion is reflected from one side to another.

Genuine community may be difficult to describe, but its absence is easily recognizable. Everyone can tell when he is being merely tolerated. Everyone knows when solitude is better than false fellowship. Everyone knows when clear limits to his participation have been set and when most of his personhood is being denied.

The achievement of a genuine sense of community will not be easy. As John Gardner says, it is more fun to hate than to love. It seems to be so much easier to stand body deep in our own racial and economic circles with our backs turned to the world and sing our chauvinistic songs to one another.

Moreover, the culture is loaded with symbols that tell us who people are, who should be in and who should be out, who should be sponsored and who should be rejected. We have had so much experience, so much rehearsal in exclusion tactics that we would have an awful lot of reeducation to

do to start building a strategy for inclusion. The advantaged groups and classes have the institutions of business and government so aligned in their favor that only the most discerning can tell where social grouping ends and institutional life begins. In other words those who are left out are locked out and those who are in are in to stay.

It is only natural and fair to turn to education for leadership in this difficult time because we have spent millions of dollars developing a system that carries a student from age five to age twenty without significant cost to himself or his parents. Our tradition strives for objectivity and for that truth which is born out of evidence. Furthermore, the educational system has a sort of unwritten commitment to distribute opportunity, to become the grand intervention in the life of a child whose social and economic legacy is weak

So, when the society starts falling apart it is understandable for us to focus our attention on education and its leaders to create a new momentum toward community.

Of course, we recognize that when we turn to education we are turning to an institution that derives its own existence from the very society that we want to heal. It is a product of the society and the umbilical cord cannot be cut. So, even though we hardly have any other agency for change with the potential of education, we recognize its limitations. It is a beholden thing!

Another limitation is that we have never been where genuine community would lead us. This would be a novel thing both in substance and in pursuit. We have had all sorts of goals for education, the growth of the whole child, academic excellence, citizenship participation and global awareness, but our times call for an added dimension. We want education to prepare us to live in a society of variety and make it work, to live among people with widely differing starting points and finding joy in seeing them all moving forward at their optimum pace, to find happiness and fulfillment not in power—in domination—in self-destructive greed and materialism but in helping others to find value in their lives. We want education to define a new goal for us that is more satisfying than affluence, more humane than race and class strife, and more decent than self-indulgence.

The accent in our society has been on competition and success, and this success was seen as a mark of personal supremacy This gets passed down through the system and it follows that education is just a series of scratch lines, for one heat after another.

This process is designed to select winners and losers. So much emphasis is placed on winning and losing that the great fear of losing stalks us all; and, we are taught to be self-regarding for the sake of winning. This self-regard enlarges to group regard, class regard. Our positions are jealously guarded and instead of this fostering community it fosters strife, competition, and subtle forms of preferentialism.

The culture is geared up for non-community, rather than community. We are far better trained to compete, to succeed, and to prevail than we are to cooperate, to inspire, and to support.

If, then, the man for the new age must be a participant in genuine community, what is reasonable and fair to ask of education? Given the limitations that we have acknowledged and the rigidities with which we must reckon, what options are open to school personnel that would make some real differences, feasible options and "do-able" options? What are some "for instances" that can be performed in human history and that do not require the heavens to divide and a new Jerusalem to descend?

Well, we can surely give our students a new introduction to the human family by broadening the scope of the humanities When I was a boy in school I was left to believe that Timbuktu was a

mythical place on the edge of wonderland. In 1962 I greeted four Peace Corps volunteers who had driven from Monrovia to Lagos passing through Timbuktu! It shook me!

We can include in our presentation of man's search for the good, the beautiful, the true, and the ultimate some answers that were arrived at by the Asians, the Latin Americans, the Africans, and the dwellers of the islands of the seven seas. We need a more balanced diet for the young, nurturing the notion that modern man belongs to a total human community that stretches far beyond the Mediterranean and the Atlantic cultures.

Our present offerings, with a very few exceptions, imply the subtle suggestion that civilization began in 1066 and all that went before was a prelude to William the Conqueror. The rest of the world lay in a shadow of stupidity and barbarism with a slight interruption by Socrates, Aristotle, and Cicero. After all, there was quite a highly developed Moslem culture in pre-colonial Africa and the pyramids were not built by idiots. Modern Japan does not rest on Western European antecedents and the idea of ethical monotheism antedates Shakespeare by a few thousand years.

What do you suppose students think when a course is listed as "Non-Western Civilization"? It says that one should be prepared for a surprise! It is a very condescending view of people whose origins are other than European.

As technology gallops toward a shrinking world, bringing us all closer together and as we suffer the consequences of ethnic and national isolation, the man for the new age must become acquainted with the human race in a positive and affirmative way in all of its variety.

It is true that the European continent may have been the extraordinary beneficiary of a favorable climate and rainfall, a liveable mean temperature and a safe distance from the equator and the two poles. It is true that these factors invited Christianity, Egyptian mathematics, and Greek logic and language. It became the repository of three excellent cultural syntheses, Greek, Christian, and Roman. But this process needs to be made very clear and the existence of other cultures needs to be explained in terms of their environments too. One basis for community is this broad appreciation for all peoples doing their own thing with what they had.

Next, as we turn to the social sciences the situation is not far different. The promise of August Compte that the social sciences, in a positivistic framework, would be neutral, objective, and unbiased has been lost to the cult of enumeration. The social sciences have been frightened into a safe discipline of counting things, describing events that have already happened and cataloging social groups that have already formed. The most sophisticated social science will dare only to chart the trajectory of a movement that somehow has already been launched.

It is altogether too risky to look at the possibilities that the future may hold when it is so professionally safe to recount again and again what the past has shown. Social science deals in memorabilia. Whoever it was who said that history is the only true social science was right in practice but dead wrong in theory.

If Arthur Schlesinger was correct when he said history has seen more change in the last hundred years than in the previous thousand, then we can slow down on retrospection and concentrate on prognostication! Where are we going so fast? Whose business is it to tell us?

It is not enough to know how Jefferson, Adams, and Monroe put together our constitutional democracy. We need to know how viable it is, how does it accommodate the power foci that have developed, how do we save it from economic manipulation, how do we protect its minorities, how does it save its citizens from a runaway technocracy, and how does it manage to share its prerogatives with the growing need for a world political community? The questions relate to the task of real community.

Moreover, if we are to prepare our young for genuine community they need to know more than how the American economy advanced so fast. They need to examine its capacity to care for its casualties at home and abroad. How compatible is a competitive free enterprise system with world hunger, with the self-determination of small and powerless nations from whom so much of our raw material is extracted? These are the questions that have college students so up-tight and the answers are slow.

It is beautiful to know how much of our freedom was explained away by Darwin, Marx, and Freud but it would be even better to know how much is left! Should we be stranded believing that all that we can ever become is shared already by class struggle, by natural selection, and by glandular necessities? Who is going to show us that margin of freedom that remains? Who is going to show us how to transcend class struggle, how to impose human direction upon natural selection, and how to sublimate glandular demands to the requirements of total self-realization? To what discipline do these questions belong? These are the truly big questions and the answers are the new frontiers of education and the prerequisites for genuine community.

Finally, the people in charge of the natural sciences and mathematics want to exempt themselves and tip-toe out of the room when we get to such soft-headed topics as equalizing opportunity in education. They declare that there is no room for new entrances to their sacred chambers, and, the old exits are still there.

This is so critical because these are the bread and butter subjects. Here is where jobs are found and if economic change is to come it will require as a prime condition that the employables should be at home in a world of cause and effect and be able to make accurate predictions. And real community will not go far beyond the stage of sentiment and romanticism if it does not embrace the notion that people who have been deprived can be prepared for economic self-sufficiency.

Nothing shows so clearly the way in which education fails to support genuine community as the way in which math and science promote those who are ready and intimidates those who are not ready. This process galvanizes the job categories and guarantees a population of those who cannot keep pace with technology.

These disciplines are the turf for middle-class students, black, white, red, brown, and yellow. They have had plane rides, they have been taken to the zoo to do more than giggle at strange sights, they know how a garden grows, why birds migrate, and what the ice age had to do with the Grand Canyon. They are not frightened by big words, Greek and Latin derivatives that turn up in biology and geometry. They have been taught to approach nature and numbers with an audacious, questioning attitude. There are no mysteries too sacred to probe. But those whose parents are less verbal and whose work discourages reflective thinking cannot prepare their children adequately for science and mathematics, for the cycle goes round and round. Their children are squeezed out of the competitive job market.

Thus far, we are not talking about native intelligence. We are talking only about life style and the adequacy or inadequacy of preparation to leap into the sciences on the run.

The challenge, therefore, is to produce some teachers who will be patient enough, vicarious enough, humble enough, and compassionate enough to learn the world and the experiences of the economically deprived, learn it well enough to walk around in it intellectually, and to discover how to use the jargon of that world, the thought coinage of that world, the experiences of that world as a starting point for making the secrets of nature lay themselves bare.

The importance of this can be seen as we contemplate the continuation of the present process, children from tenant farms and from the urban ghetto spending twelve years in school and finding college a house of mirrors. When education becomes for them an intriguing and exciting experience, they will stick with it. They will be ready for the best jobs, they will make the leap out of the poverty syndrome, and their children will have a different starting point in life. This is a basic condition to the building of genuine community in America.

We have seen education rise to majestic crescendos from time to time as the cadence of progress called for a new and larger effort. There will always be those who will want to see the status quo protected because of their own interest, but they forget that the status quo was once new; it had to be striven for; it was once a very novel thing.

So, we are asking for novelty now, that the next generation may inherit a status quo different from ours and more nearly appropriate for the total man. It seems a long way off in view of todays newscasts and front pages.

But man is an incurable adventurer. The higher the mountain, the more eager he is to scale it. The wider and deeper the ocean, the more anxious he is to span it. The farther away the planet, the more he dreams of circling it The more dreadful the disease, the more determined he is to conquer it. The more complex the problem, the more anxious he is to solve it. And with this spirit, nature, time, and space have been captured

The task before us is to convert our mastery over things external to a mastery over our impulses, our prejedices, our loyalties, and our commitments that come from within. Our vision in the field of education must reach far beyond the development of skills in the cognitive areas, the organization and communication of facts and ideas. We need insight into those affective areas of learning where values are formed, where a definition of the person is evolved, and where working hypotheses about the human family are constantly under scrutiny.

It is in this area of endeavor that we consider the most serious question of all, how to prepare the young to accept the notion of genuine community and the challenge to spend a lifetime in its pursuit.

USING THE NATIONAL LARGE CITIES NEEDS STUDY TO IMPROVE VOCATIONAL PROGRAMS IN URBAN AREAS

by
Kay A. Adams
Stanley B. Cohen
Daniel E. Koble, Jr.*

Through a national study of the vocational education programs in cities with populations exceeding 100,000: (1) perceived needs were identified; (2) the relative national priority of these needs was determined; and (3) the need priorities were compared in terms of city size, geographic location, and minority concentration. To accomplish these three purposes, a three-stage study was initiated: (1) exploration of the needs, (2) synthesis of the needs, and (3) determination of priorities.

Method

Exploration of the Needs. Urban vocational education needs were explored through three methods: literature review, personal interviews, and a mail survey. Selected literature from urban vocational education, vocational education, and urban education was reviewed. Personal interviews were conducted in fourteen large cities with students, building and district level vocational educators, and representatives from the manpower community. An open-ended mail survey, sent to 160 cities, was used to collect the perceptions of city directors and their staff about critical needs. Responses were received from fifty (30 percent) of the cities surveyed. The results from these three methods yielded more than 6,000 statements of the needs in large city vocational education programs.

Synthesis of the Needs. Related need statements were clustered under more general goal areas. A synthesis process was used to: (1) reduce the number of statements to a more manageable size; (2) organize the statements into a coherent conceptual framework; and (3) improve the comprehensiveness, accuracy, and directness of the statements using expert opinion and literature review.

Determination of Priorities. National priorities for vocational education programs in large cities then were determined through a five part mail survey: a Major Goals instrument and four Specific Needs instruments. The Major Goals instrument enumerated thirty general goals. The four Specific Needs instruments in curriculum and instruction, administration, personnel, and guidance and counseling contained 260 need statements organized into clusters related to each major goal Vocational education directors in 160 large cities were asked to rate the major goals as higher, .

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*Kay A. Adams is an evaluation specialist at The Center for Vocational Education, The Ohio State University; Stanley B. Cohen is director of Career Education Planning and Development for the School District of Philadelphia, Pennsylvania; and Daniel E. Koble, Jr. is a personnel development specialist at The Center for Vocational Education, The Ohio State University.

medium, or lower priorities. Central office staff in these cities were asked to rate the specific needs from higher to lower "degree of need." Complete responses were received from 111 cities (70 percent) of the population surveyed. Using census data, the survey results were also analyzed relating to city size, geographic location, and minority concentration to determine if different types of cities have unique needs.

Findings

The ten highest priorities of thirty major urban vocational education goals as perceived by city directors concern:

Rank (1 is highest)

1 the funding base for cities,

2 vocational guidance,

3 relevance of vocational content,

4 basic academic instruction for vocational students,

5 job placement,

6 community relations,

7 work experience opportunities,

8 curriculum development,

9 accessibility of guidance services,

10 coordination with the manpower community.

The ten highest rated of 260 specific needs by central office staff concern:

Rank (1 is highest)

1 developing firmer commitments on amounts of and timelines for local vocational funding,

2 providing district level forward funding,

3.5 increasing parental awareness of opportunities in vocational education as compared to college,

3.5 counseling vocational students prior to enrollment,

5.5 improving preservice counselor education,

5.5 allocating more time for face-to-face counseling with vocational students,

7 coordinating vocational and academic curricula,

8 reducing student absenteeism and tardiness,

9.5 increasing state and federal leaders' awareness of urban needs,

9.5 counseling students with negative attitudes toward school.

Some additional conclusions drawn from the findings of the study are:

- The highest ranked major goals and 12 percent of the top fifty specific needs concern the funding base for vocational education programs in urban areas.
- Sixty percent of the highest priority major goals relate to improving the linkages between vocational programs and the world of work.
- Of the fifty top ranked specific needs the greatest proportion is in the major goal areas of vocational guidance and community relations.
- Major goals related to the ongoing support and maintenance of vocational programs tend to be rated as lower or medium priorities.
- Major goals and specific needs in the areas of post-secondary and adult vocational education were generally rated as lower priorities.
- Specific needs related to serving persons with special needs and providing equal educational opportunities were generally rated as lower priorities.

The analysis of the needs by city size, geographic location, and minority level reveal:

- Cities with a minority level above 30 percent experience more intense needs than cities with lower minority concentrations.
- The largest patterns of differences in the way needs were ranked occurred among cities in different geographic locations. Cities in North Central United States experience different types of needs than cities in the West and Northeast.
- The intensity of the needs is perceived as greater in Southern cities than in other geographic locations.
- No significant differences were found in the intensity of need experienced in different sizes of large cities. However, the needs were ranked differently in cities with over 500,000 residents as compared to cities with 200,000 to 500,000 residents.

Recommendations

The following recommendations, based upon the findings of the study, are directed to audiences at the local, state, and federal levels.

Federal and State Levels

1. Federal funding priorities for vocational education should be reexamined in light of the priorities identified. Three high-priority goal areas seem especially pertinent for federal considerations: vocational guidance, basic academic instruction for vocational students, and community relations, especially education and manpower coordination. Although federally sponsored programs are in operation for each of these areas, there are strong indications of a need for more assistance.

2. The current procedures followed for allocating resources to large urban areas should be reassessed. The top priority goal area and many of the highest ranked specific needs concern the funding base for urban vocational education.

3. At the state and federal levels, the results of the study should be used as a basis for gaining increased insight into local practitioners' perceptions of their needs.

4. The higher priority goals and needs should be examined for their research and development implications for laboratories, centers, and research coordinating units.

5. The higher priority goals and needs identified through this study should be examined by national professional associations for their implications. It is strongly urged that groups, such as the National Association for Large City Directors of Vocational Education, the American Vocational Association, and the National Advisory Council for Vocational Education lobby for, communicate to constituents, and give their support to programs which meet the priority needs identified.

6. Planners of professional development activities for vocational personnel should examine and interpret the findings of the study for their implications. Some priority areas for preservice and in-service programs which were identified: preparation of counselors in vocational guidance; new and innovative approaches to vocational education; industry based exploratory programs for vocational teachers; coordination between vocational and academic teachers, public information techniques; serving students with special needs; helping teachers instruct academically deficient vocational students; improving vocational leaders skills in long-range planning, evaluation, needs assessment, and program management; using follow-up information to improve programs; and maintaining current information on career opportunities and job practices.

Local Level

7. At the local urban school district level, the results of the study can be used as a basis for collecting more in-depth information about local vocational needs. The specific need statements can be used as criteria for evaluating local programs. For example, local programs can be evaluated as to the extent:

   - parents of school age children in the community are aware of vocational education programs,
   - students receive counseling at enrollment,
   - counselor time is spent with vocational students,

- coordination between vocational and academic curricula is occurring,
- student absenteeism and tardiness is reduced.

8. Local urban school districts are encouraged to use the results of the study to communicate a more factual and compelling picture of their own needs as compared to national needs to constituents at the local, state, and national levels. The instruments used in this study also can be administered at the local level to assess needs. Both the general goal and specific need statements should prove useful for developing local program objectives, preparing long-range planning documents, and responding to requests for proposals.

9. At the local school district and school building level, it is recommended that the results be used as a stimulus for discussion and planning. Task forces or other planning groups can build on the higher priority needs and goals to develop action plans for upgrading, expanding, or initiating programs.

General Level

10. The quality and delivery of vocational guidance services to students should be improved. Systematic procedures for counseling vocational students prior to their enrollment to help them select the right program are needed. Programs which help students develop positive work habits and attitudes should be developed. Well rounded aptitude and interest testing programs should be initiated.

11. Public information and community involvement programs are needed to help vocational educators communicate with their constituents, sponsors, and peers in the educational, manpower, and general communities. Programs are needed for increasing: parental awareness of vocational education opportunities as compared to college, federal, and state awareness of urban vocational education needs; the use of vocational students as employees by business and industry; middle and high school students' awareness of vocational education opportunities; the general publics' awareness of vocational education; and general educators' awareness of vocational education.

12. The basic academic instruction received by vocational students needs to be upgraded. This can be accomplished, in part, through: increasing coordination between vocational and academic curricula and teachers; improving methods for diagnosing students' remedial academic programs, developing curriculum materials in math and English geared to vocations, and assiting vocational teachers to instruct academically deficient students.

(NOTE. The materials contained in this paper were excerpted from the publication *Vocational Education Program Needs in Large Cities,* by Kay A. Adams, Stanley B. Cohen, and Daniel E. Koble, Jr., The Center for Vocational Education, Columbus, Ohio, 1977.)

PLEASE LISTEN TO WHAT I'M NOT SAYING

by Charles M. Galloway*

The most frequently witnessed behaviors in any organization are speaking and listening. We have to talk to each other and we need to listen. We assume that most of us are skilled in giving and receiving information. So we may be.

When we talk and listen, other events occur simultaneously. We gesture, move our bodies, and show our faces. We communicate nonverbally. Other nonverbal factors also structure the nature of our encounter to talk and listen: where are we talking—in an office, in a hallway? Did we meet on purpose? Was it a happenstance encounter? Who's looking at whom? How is eye contact established? What attitudes do the interactants have toward each other? The list could go on and on. Nonverbal factors are many. They may count a lot, or mean little. It's the job of administrators to determine which nonverbal factors are significant.

Why? That's a difficult question and it's tough to answer. It all depends on your values and what you believe is important. If an organization is to be run without regard for the individuals within it or the group's welfare, then that is one view. If we care for the organization as well as for the individuals within it, then we have another view. A focus on nonverbal factors, which exist and influence an organization's efficiency, means placing a premium on human relationships as well as organizational goals.

What is nonverbal communication? It is behavior that conveys meaning without words. It can be unintended or deliberate. It can be expressive and emotional; or, it can be informative and factual. It can be as specific as a gesture or as general as the atmosphere of a room. There can even be a nonverbal message while we talk. At times, hardly anything escapes our attention, we see and understand more than we can explain.

A teacher comes to your office for a conference. Let's say that you invite the teacher to take a seat at some distance from you, look at your watch, and fail to look at the teacher while you talk. Unless your verbal messages are extremely favorable, it would be difficult to believe that you are behaving positively. Again, even though your verbal expressions may be favorable, the teacher may choose to believe the power of your nonverbal messages. This is referred to as incongruence. It implies that when a person is confronted with mixed messages, he usually places greater validity on the nonverbal.

Administrators see mixed messages everyday. A teacher affirms, while shaking her head from side to side, that she can get along with a certain youngster. A high school student emphasizes that he will apply himself studiously to an academic subject but his vocal tone and facial expression suggest that he doesn't care. A student is asked to explain the meaning of his misconduct, but he

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*Charles M. Galloway is a professor of education at The Ohio State University.

responds with "I don't know." The way he says, "I don't know" may be more important than the verbal phrase. This student may genuinely not know, but he also may not want to tell you. It may be safer to withdraw.

The ongoing contacts within any organization operate to make us feel better or worse about ourselves. We need to feel that we are doing our jobs well and that others understand us. But nonverbal cues can also make us feel defensive. We abhor certain attitudes, looks, and glances of hostility or rejection. When these occur we may not say anything but our feelings toward the person are affected nevertheless.

What could be important for an administrator to realize about nonverbal cues and messages? What should he look for? How should he respond to what he sees and hears? What should he recognize about his own behavior?

No single human relations approach exists for developing top executives and managers. Every administrator is fully responsible for his own self-development. Most great administrators are developed on the job. They take the communicative stuff of everyday contact with others and turn it into a means for growth and organizational effectiveness.

If the communicative climate of the "top man" is conducive to growth for others, then he develops. His sensitivity, willingness to communicate, and his openness spreads throughout the organization. If he doesn't share his perceptions and feelings, then it is difficult for anybody else to find the courage. By managerial climate, we mean the expressive results of the way management is thinking and acting. If a superintendent expresses certain attitudes towards principals, then these will be reflected by principals in their work with teachers and students. From this truism there is no escape, unless the principal is an extraordinary person who possess great ego strength and independence.

How do you initiate good communicative contact with others? You must be willing to share your own perceptions and feelings with your staff based on what you see and understand. These perceptions must not remain hidden. You have to trust the meaning of your own observations. Likewise, you need to make it possible for others to talk to you about the meaning of your actions. These exchanges must be viewed as worthwhile and necessary. You must believe that living with the curtain open enhances the environment in which you work. You have to admit that the results of your organization speak for themselves. Many of these outcomes have gone unrecognized or ignored, and we ordinarily refuse to deal with attitudes and feelings which exist right under our noses. For this, the top executive has the responsibility.

Often times nonverbal signs do not cause anything, nor do they prevent full relationships from occurring. These signs simply represent symptomatic evidence for the way people already feel about each other. You must see these to learn what your colleagues are thinking and feeling.

During the past several years I have worked with educators at every level. These include administrators, teachers, students, parents, and fellow colleagues who perform various professional services. Generalizing from this contact, I have found that administrators are capable observers of behavior. They seem to be aware of behavioral meaning and its significance. At one time or another, administrators have remarked: I notice how a person shakes hands, holds his posture, walks, listens, smiles, breathes, talks, and looks. I also observe his general appearance, his hair style, clothes, emotional states, and attitude.

But herein lies a paradox. While administrators are busily looking and analyzing, they fail to comprehend what their behavior means to others. Perhaps this is the occupational hazard of being

an administrator. Believing that you have the upper hand—you over estimate your power and authority, and underestimate the meaning of your expressions. Singular events and momentary expressions may mean little. It is the pattern that counts. If an administrator repeatedly does the same things and treats people in consistent ways, then persons within the organization begin to accept these acts as real. They take these patterns of behavior as representing the way it is. They may not question this set of circumstances. They just simply see the need to act out of charade. All you see are the masks and ritualized performances. You never get to know the real problems and you fail to interpret accurately the reasons for counterproductivity. By reacting an avoidance-of-feeling attitude toward others, little is understood and nothing is solved.

Administrators are the instruments of change. In order to understand the meaning of your own behavior, you have to examine yourself. It is necessary to realize that what you bring to any context may be more important than the so-called objective facts. When we read the behaviors of others, we project our meanings and attitudes. The greatest blocks and barriers to understanding may lie within us. Nonverbal behaviors reveal a lot, but they can be misleading if you only see what you want to see.

I have been reminded again and again by several administrators that they are careful not to communicate nonverbally. They have argued that sitting still, assuming a stoic expression, and maintaining a neutral look assures noncommunication. The belief is that nothing can be inferred from their behavior because none is being displayed. How can you know what you don't see? This is, of course, a naive view of human contact. There is no escape from communicating something; for there is no such thing as nonbehavior. There is no such thing as noncommunication because the nonverbal is always there.

Most of us like to be around a caring, approachable person. I need to be convinced that you care about me, that you are accessible and available for contact. And I derive security and comfort in the realization that you are neither indifferent nor seek to avoid. In this sense, I value approach moves and anticipate open expressions of thought and feeling. I resent avoidance cues.

If I detect by your face or eyes that you mean to avoid, that you remain closeted in your office, or that you are hiding behind a desk, I infer avoidance. When we detect that a person works to avoid us, these signs operate to represent our most basic fears. Are you avoiding me because our meeting would be negative? Are there unstated evaluations and negative feelings that would creep into our conversations? Do I matter so little that you seek to escape contact? Unfortunately, in the absence of good information, I fear the worst: that I am unworthy and deserve no special attention. Such signs serve as confirmations of my worst fear: a feeling of worthlessness.

In any human contact we seek to be acknowledged and recognized. I want others to know I am here, that I exist, that I am not invisible. Acknowledging others provides the necessary evidence of presence. All of us watch for the knowing glance, the greeting look, the interpersonal contact which says, "I see you, I know you are there." This is the power of acknowledgement, and its expression arises without words. I can say, "Good morning," or "Hello, Bill," and the words can have a hollow, ringing sound. But a special look can signify everything. Many students sit in classrooms believing teachers do not know they are there. They are otherwise invisible.

Curiously enough, teachers have noticed in recent years, a lack of interpersonal regard from other teachers and administrators. To be able to drive into a parking lot, enter a building, signing on a posted roster, begin a teaching day, spend time in the lounge, and return to the car at day's end, without an outward sign or signal that you were there is the dreaded stuff of exclusion. With the availability of such outward evidence, it is easy to harbor feelings of isolation and aloneness. Retreating further into the private self, it becomes difficult to relate openly. When my acceptance as

a participant is on trial, the results breed suspicion and distrust. I am not hopeful that my efforts will be viewed as noteworthy. I give up—a certain sign of hopeless and despair.

It is no accident that the words—communion, communal, and community are associated with the word, communication. The very essence of communication implies the creation of meanings toward common values and mutual understanding. Real communities create normative structures of value, ethic, custom, and tradition. From these outcomes and results, joyous celebrations of togetherness occur naturally. These happy moments are nothing more than human notations of the celebrations of life.

SECTION TWO:

ACHIEVING URBAN VOCATIONAL IMPROVEMENT BY INVOLVING NATIONAL ORGANIZATIONS

The Role of the Business Community with the Dallas Independent School District: Priority—Career Education

THE ROLE OF THE BUSINESS COMMUNITY WITH THE DALLAS INDEPENDENT SCHOOL DISTRICT: PRIORITY—CAREER EDUCATION

by Rene Martinez*

Introduction

One of the major deficiences in education today is the lack of practical experiences for students as a means of determining what career directions they may choose to pursue. Many times students are attracted to a career because of a glamorized perception or a contact with a person in a specific field. The Skyline Career Development Center and the magnet high schools of the Dallas Independent School District are trying to clear up students' views of those careers that will enable them to make a wise career choice for their lives.

Skyline is a very positive type of education, because of the marriage between academic and career education. The Skyline Center prides itself on the fact, as Weldon Griffith, Manager, Career Development Center, says, "Students have a unique opportunity to make decisions on a secondary level. This type of education is based strictly on a student's needs, with the chance to change one's mind or career direction before college or working in a given field."

Background

The planning of Skyline Center began in 1965 under the leadership of the school board and Dr. W. T. White, the Texas Education Agency, the Dallas Chamber of Commerce, and representatives of many industries and corporations. Financed by a local bond issue in 1967, the building and equipment costs of the Skyline Career Development Center were in excess of $21 million. General Superintendent of Schools Dr. Nolan Estes, and the board of education have designated career education as one of the major goals of the DISD. Skyline Career Development Center, with its twenty-eight areas of study and an original curriculum, meets the challenge of the nationwide trend and stands as a center in career education of the school district and of the entire city of Dallas. The four new magnet schools, plus the two new that will be implemented in fall 1977, will add further dimensions to career education for the students of Dallas.

Career Development Center Curriculum

What makes Skyline's curriculum different? The big difference is the cluster concept. Skyline Career Development Center is organized into career clusters. Each cluster encompasses several families of careers. These families are in turn made up of many specific career options. In most cases, a

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*Rene Martinez is the executive director of the Career Education Advisory Board, the Dallas (Texas) Chamber of Commerce.

student spends three hours daily working in a career cluster. The student's needs and specific career interests help determine his/her individual course of study and how much time he/she spends on individual tasks. With a three-hour block of career cluster time, a student may participate in several varied experiences. The student may work with small or large groups; may do independent study; may work on a specific project; or perhaps take a field trip to investigate a career option. At Skyline, a student's individual needs and interests are important considerations in determining assignments.

This concept cannot work without the best facilities and help from the business community. An adequate staff support of paraprofessionals, curriculum specialists, and administrators, and an evaluation design encompassing process and product evaluation, plus community advisory committees working cooperatively with the Dallas Chamber of Commerce all help fulfill specific Skyline objectives.

The criteria for selection of students is based upon interests, attendance record, aptitude, past achievement, and emotional maturity. Also, some clusters may require special interviews, auditions, or portfolios of student work as part of the application process. Students can attend either full-time or part-time until 1978-79.

Transition from Skyline to Magnets

Skyline Career Development Center provided a firm basis on which to build the magnet high schools. Skyline was originally conceived as a laboratory in new approaches to secondary education where relevant curriculum could be developed, tested, and refined in various career-related programs. These, then, would later be spun off to other locations in the school district.

At the beginning of the 1976-77 school year, four clusters were lifted out of Skyline as the nucleus for the magnet high schools for the arts, health professions, business and management, and transportation. The excellent programs already being offered in the magnets are a direct result of the painstaking research and development effort in these fields at Skyline the past few years. Otherwise, it would have been impossible to have developed quality programs in the four-month period between the court order and the beginning of school.

There is no doubt in my mind that the magnet high school is the direction that secondary education must move if we are to have any hope of preparing the student for the world in which he/she must function and of keeping students interested and excited about learning. The response of students in the now existing four magnets is real evidence of the success of a less structured, real-world oriented approach. Almost without exception, students are turned on to the opportunities they are having. First of all, they are having a chance to make some important decisions about their educational experiences and are, therefore, committed to succeeding in them. Second, what they are learning makes sense to them; it relates to the real world. Third, they are being treated like responsible young adults and are, therefore, living up to that expectation.

Background of Magnet School Development

The term "magnet school" has been described by Dr. Nolan Estes as the heart of the Dallas Plan derived from the Court Order on April 7, 1976 by Judge William M. Taylor, Jr. adopted from the Dallas Alliance Education Task Force. It was not a term created for the occasion nor was it new to Dallas. A magnet school is a school designed to "attract" students like a magnet from all over the city. The goal of the magnet schools coming out of the court order was to create an educational

environment at the secondary level superior to any other available option in the district or surrounding school districts. The April 7 court order recommended that seven magnets be created in three years. Four magnets were implemented during the fall semester of 1976. Three additional magnets will be created during the next three years. What do the magnets have that Skyline Career Development clusters don't have? (1) The magnets are all located near to or in the central business district. Future construction for site selection of new magnets has to be within two miles of the central city. (2) Loaned executives and/or professionals with areas of specialization assist the magnet school staff and directors in instruction and program development. (3) Some of the best faculty, counselors, and administrators have been drawn to these new magnets. (4) Literally millions of dollars have been and will be pumped in to provide the best equipment, facilities, and materials for the magnet schools. (5) Both non-paid and paid internships are being provided for the students in the magnet school program. (6) The business community downtown is serving as a laboratory for the magnet schools. (7) Like Skyline, the magnet schools each have diversified, strong, and active advisory committees made up of businesses and professionals to serve to direct the instructional level of the magnet school program.

Caution has been taken and will be taken in the future not to destory the basic strength of the Skyline Career Development Center. Even though the strings were drawn upon to impart emphasis in the new magnets, special recognition has to be given to Skyline Development Center in the form that if Skyline CDC has not been a successful model, the magnets would not have been developed or implemented successfully.

Jack Miller, president of Sanger Harris, was named chairman of the entire Magnet School Task Force. People "with clout" were asked to head up separate task forces, one for each of the magnet schools. Meetings were scheduled once the leadership was designated. Miller was asked to accept the responsibility of soliciting a marketing firm to aid in public relations work. And finally, it was agreed that the existing advisory committees, working with the Skyline clusters that were to be transferred, would be utilized as a nucleus for the new magnet school task forces.

Many meetings took place and key business people were selected by Miller to help implement the magnet school program. The four magnet schools were identified: (1) a Transportation Institute, (2) a Business and Management Center, (3) a Health Careers Center, and (4) an Arts Magnet School. Similarly, business leaders were chosen to chair each of the magnet school task forces. Boone Powell, administrator of Baylor Medical Center took on the Health Magnet; Lee Turner, executive vice president of Texas Utilities, would head Business and Management; John Murchison, Diversified Investments, would handle Arts; and Rodger Meier of Rodger Meier Cadillac would head the Transportation Institute.

Guidelines for structuring the magnet schools and divising enrollment numbers were also established and agreed upon by the task force chairmen. They in turn, recruited business leaders to join their task forces. More meetings were held and key decisions in terms of staff, sites for the new magnets, curriculum planning, the number of students to be enrolled in particular schools, etc., were discussed.

Magnet Curriculum

What are the four existing magnets and what will be the future magnets?

1. Business and Management Center – Located in the Crozier Technical High School Building, students coming from all over the city, the major areas of concentration of work,

will be marketing, management, office careers, experienced career based education. The business and management center has over 1,400 students coming from every major high school in the city. The future of the business and management center is to provide a constant pool of personnel and manpower to Dallas' great business community. Students are studying advanced accounting, marketing, management, banking, data processing, and secretarial science. Upon graduation each student is qualified for employment or will be well prepared for further study which can lead to top level positions in business administration and management.

2. The Arts Magnet High School — The world of arts is one of the most rewarding but demanding careers. The arts high school offers the facilities, artists, and instruction capable of further developing the students' artistic talents. The arts magnet, located at the old Booker T. Washington High School, has been completely rennovated and will be expanded to handle over 800 part- and full-time students. The curriculum provides for individual group performance from classical to modern forms of drama, music, dance, and the visual arts. The students' experience is further enriched by direct study with nationally known personalities in the performing arts field. Courses in orchestra, jazz, dance, drama, drawing, painting, print making, metal, wood and stone sculptors, ceramics, weaving, stitchery, macrame, and jewel designs are some of the courses that are offered in this exciting new school.

3. The Health Professions Center — This center offers the necessary training to equip the student for positions as nurses aids, dental and medical lab assistants, and dental and medical office assistants. The center also offers excellent preparation for students desiring to enter medical or dental school or into other advanced health professions. The program is broken down into three areas: medical careers, general technology, and a dental assistant program. The health center is located at the old Stephen F. Austin Elementary School. Dallas' health and medical community has adopted this magnet for its future labor pool.

4. The Transportation Institute — A new car show room, latest equipped repair center, and a complete auto rebuilding facility are three aspects of the automotive industry which comprises transportation institute. A comprehensive classroom laboratory and on-the-job internship program is designed for students who are interested in the sales, marketing, mechanic service, or rebuilding motor vehicles. Using the latest safety equipped tools and up-to-date well designed facility, the students may choose to learn about motor transportation mechanics and service to develop the working knowledge of automotive systems and mechanical electrical repair. Several automobile associations are working closely in an advisory capacity to this Institute.

Future Schools

Two new magnets will be implemented in the fall of 1977. The first one will be the Human Services Center located in the Old City Park area. This center will be designed for those students who wish to concentrate their attention on the particular needs of the young elderly. The program offers excellent exposure to careers in child welfare, recreation, and other fields. Students interested in education to become teachers or teacher aides will also be offered curriculum that will enable them to plan their career futures. There is also an increasing need for qualified persons in social services. This center is designed to provide fundamental knowledge and experience pertaining to social welfare, counseling, juvenile delinquency, mental health, psychological services to the aged, and

related fields. Paid internships will be made available in such areas as public clinics, neighborhood centers, daycare centers, social service centers, and other educational institutions of learning. A K-three program will be located in the center to give students an on-the-job training as it relates to the teaching level K through three. Harry Shuford, Chairman of the Board, First National Bank, is chairman of this Task Force.

The other magnet will be the Law and Public Administration Center. This program will deal with the areas of criminal justice, law, and public administration. There will be three different phases of development within these three programs. The first phase will be one to gain a basic understanding of how the system operates within our society. In phase two, students will begin to specialize in one of the areas of criminal justice, law, or public administration. Phase three will be paid and non-paid internships in the selected areas. Career fields from this particular field will be law enforcement, collections, urban planning, public administration, prelaw, paralegal work, and other areas that involve the criminal justice system. Dr. Charles O. Galvin, Dean of Southern Methodist Law School chairs this Task Force.

Additional magnets will be created in the fields of math and science, and possibly humanities within the next two years. The key to the magnet school success will be the ongoing business and professional input for the development and implementation and the continual improvement of program thrusts for the magnets. All of these magnets with the exception of the Human Services and Public Administration will offer both academics and career clusters to both part-time and full-time students. The two new magnets will only accept part-time students.

By 1979, all the magnet schools and the Skyline Development Career Center will take only full-time students. Dr. Estes' goal is that ultimately one out of every four students in the secondary level will be enrolled in the career education program of the Dallas Independent School District.

Conclusion

In the past, desegregation has been seen typically as the community vs. the school district, with the community polarized into various racial or ideological camps and the school district being bounced between them by the courts, the government, and special interest groups. But, it has not been our intention to attempt to discuss the past, only "cool" the present turmoil and provide for a quality education for all our children.

Unlike other cities faced with similar problems, Judge Taylor attempted to involve the business community in the desegregation plan—not only in its creation and its implementation, but also in its future.

In this vein, the Dallas Plan was never designed strictly for the sake of desegregation or integration; but rather it was a plan designed to include positive changes in the educational system including innovations in career development programs and emphasis on quality.

The career education center and magnet school program has brought certain innovative changes to the traditional desegregation plan. Its involvement with the "neutral ground" theory or "centrality" site selection was a twist that could be easily understood and sold to the public and businessmen alike. Career clusters within the magnets have had an inherent necessity for massive business community input. In turn this has given a large number of businessmen an opportunity to provide positive, constructive assistance, thus making their contributions an important part of the plan.

All these aspects, as they were designed and implemented, have added to the community's "feeling" that change was needed to improve our public schools, not just to integrate them. By allowing the community to solve its own problems rather than accept a solution imposed by an outside source, many key people have felt it was their plan.

The total involvement of the business community in these stages and our positive promotions of them have added a totally new dimension in Dallas' desegregation efforts. The move to involve the business community, a previously neutral community partner, has been the innovation that Judge Taylor challenged and the business community responded.

The acceptance of Judge Taylor's challenge by the Dallas Chamber of Commerce was the catalyst; the businessmen who came forward were the tools.

The goal from the beginning has been to include as much direct participation by the business community as possible. The Chamber wanted to become involved, giving itself a stake in the plan's success. As Dr. Estes has said: "As the public schools go, so goes the community, its growth, its prosperity." This "pitch" gives all businessmen common ground, a stake in the future of the school system and the future strength and viability of the Dallas economy.

SECTION THREE:

STRATEGIES FOR ASSURING THAT FUNDS ALLOTTED TO CITIES FOR VOCATIONAL PROGRAMS WILL BE SPENT FOR THE INTENDED PURPOSES

STRATEGIES FOR ASSURING THAT FUNDS ALLOTTED TO CITIES FOR VOCATIONAL PROGRAMS WILL BE SPENT FOR THE INTENDED PURPOSES

by Sam Husk*

National Impressions

The Congress has created its own counterpart to the Executive Branch's Office of Management and Budget; Congressional Budget Office (CBO). This Congressional agency is headed by Alice Rivlin, and economist who served as the Assistant Secretary for Planning and Evaluation in the Department of Health, Education, and Welfare during the last years of the Johnson Administration—a period in which there was a significant scaling down of the "Great Society" programs.

To gain a sense of this influential agency's feelings about vocational education, consider the following quote from a recent CBO issue paper entitled "Elementary, Secondary, and Vocational Education: An Examination of Alternative Federal Roles":

> There is less evidence of success in vocational education programs, which are about 12 percent funded by the federal government. Vocational education has experienced a growth both in enrollments and completions in recent years, but few of the studies examining the relative success of vocational graduates in the labor market, using data from National Longitudinal Surveys and other sources, have noted any significant differences in their success rate compared with that of general or academic graduates. Even those differences noted appear to vanish within five years.

This same report discussed the impact of federal efforts to target resources on the disadvantaged. Behind all the words is the idea that even with specific legislative language and specific set-asides for the poor and potentially unemployed, there is still a 15 percent difference between the distribution of combined federal and state funds and the distribution of local vocational funds among the poor and near-poor (i.e., only 10.5 percent of the nation's poor school children are receiving vocational education funds). Again, the report states that the level of federal spending has little direct relationship to state and local spending.

Concerning the effectiveness of vocational education, the report states that most studies comparing vocational and non-vocational students show little difference among vocational, general, or academic students when looking at factors such as wage rates, average time before job placement, and average hours and earnings during the first two years of employment. In those studies that do show differences, the differences disappear within five years. CBO then concludes:

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*Sam Husk is the executive director, Council of the Great City Schools, Washington, D.C.

Perhaps significantly, study by the Research Triangle Institute found that the available manpower data are rarely used by vocational administrators and counselors to alter curricula to meet changing labor market demands or to improve job opportunities.

But the Congressional Budget Office is not the only "villain." There is the Congress itself. For example, in the tremendous outpour of legislative proposals to deal with youth employment, it was primarily through the intervention of a few systems such as the Minneapolis Public Schools that Congressmen and Senators began to mention the schools and vocational education as possible participants in dealing with this national problem. We know from our past experience that the Congress felt that it had to create new structures, had to duplicate facilities, and had to proliferate staff in creating training programs under Title I of the Comprehensive Employment and Training Act of 1973 because vocational education was not responsive. Again the Congress, showing little confidence in school systems, outlined new advisory committees to be made up of non-educators to get the "best ideas" on improving vocational education.

Consider the consolidation proposal of Senators Bellmon and Domenici in which adult and vocational education would be combined with CETA Title I under one agency—who would win the battle between the mayors and the schools on this issue? Who might end up being consolidated? As another example take the Advisory Committee on Intergovernmental Relations, which in one of its documents entitled *Improving Urban America: A Challenge to Federalism,* advocates that vocational education should be under the aegis of the entire metropolitan area rather than under local school boards.

Statistical Impressions

For urban vocational education, much of the statistical data is striking. How often have you heard the deplorable statement about the 16 percent youth unemployment and 40 percent unemployment rate of minority youngsters. The high unemployment rate of 14 percent of vocational education graduates who are looking for placement is hardly different from 16 percent. Certainly the public should expect better payoff and more significant results from vocational education programs. Even though vocational enrollments have been increasing, has anyone thought about declining enrollments which are bound to occur in the next years, and the fact that the large number of youngsters currently in secondary schools will soon be putting pressures on community colleges and on non-school training sites for skill development? Secondary enrollment in vocational education rose by 43 percent from 1971-75 while post-secondary enrollment increased by 69 percent.

For the past several years, there has been a severe distortion in the federal vocational statistics. Comparisons are continually being made between federal and state dollars for vocational education and local dollars for vocational education. The fact of the matter is that there is an extraordinary imbalance between the effort being made at federal and state levels compared to the local effort. Of the total amount expended for vocational education, 10 percent comes from the federal government, 10 percent from the state, and 80 percent from local revenue sources, principally property taxes. There should be no mystery then in understanding why vocational education is under such heavy pressure at the local level. It reflects the same fiscal budgetary problems as the local school district. There is a natural tendency for central administration to see how it can broaden the objectives of vocational education expenditure.

The fact that the bulk of funds for vocational education comes from the local tax base is also a part of the reason for the reluctance of local vocational educators to enter into major program

planning and retargeting efforts when they know that basically the same funds are going to be available and that there is almost no chance of restructuring current programs. Besides, study data would support the vocational educators' contention that job-specific training may not be as important as work readiness preparation.

Another significant factor making the results of urban vocational education harder to demonstrate is the large displacement of jobs from the central cities to the metropolitan suburbs from 1960-70, which was preceded by a significant increase in the number of rural Southerners and poor people moving to the cities during the 1950's. Included in this tremendous population shift were 7,500,000 members of America's major racial and ethnic minority groups who moved into fifteen major metropolitan areas between 1950 and 1960. While there was an increase of 3,086,000 jobs in the suburbs from 1960 to 1970, there was a decrease of 836,000 jobs in the cities.

The double impact of these changes is that between 1960 and 1970 the number of suburban residents working in the city increased by 845,000 and, more devastatingly, the number of suburbanites living and working in the suburbs increased by 1,459,000.

The crunching third side of this triangle is that to accommodate the mushrooming suburban population's demands for schools and municipal services, resources were moved to the suburban areas.

Between 1952 and 1972 states allowed the formation of 66.9 percent more counties; 59.8 percent more towns and cities; 49 percent more townships; and 153 percent more special purpose districts. While schools made up 43 percent of all governmental entities in 1952, schools only represented 21.5 percent by 1972. The competition for resources among these various governmental agencies has severely worsened the chances of further increasing the extent and variety of local educational programs.

It is ironic that the ACIR recommendations on reducing the proliferation of governmental entities has not prevented the Congress and others from creating more quasi-institutional bodies to provide the same services and the same functions as existing agencies.

In conclusion, given the complexity of the demands, the political dynamics, and the lack of national urban policy, it must be stated that you as vocational educators are doing a tremendous job. Keep up the good work. Look for opportunities to expand your effectiveness, such as with the new legislative initiatives in Youth Employment Opportunities. It is unrealistic to expect you to make the changes that the critics call for without an infusion of large amounts of new monies.

To increase your effectiveness in the political arena at home and in Washington, you may wish to remember some eleven factors influencing federal education policy as recently outlined by Robert Andriga of the House Education and Labor Committee in the George Washington University publication, *Federalism At The Crossroads: Improving Educational Policymaking*. A summary of Mr. Andriga's advice on influencing the decisions on key legislation is as follows:

1. The personal judgments and values of usually no more than six-ten members of Congress and/or staff will determine the shape and content of new legislation;

2. These persons depend on the strong views of their respected and trusted friends;

3. Assumptions about the future of the economy and the budget can change the course of decision-making;

4. Public opinion and the popular media can change legislative focus;

5. The strong views and efforts of major interest groups can reinforce legislative efforts already begun;

6. Descriptive information about federal programs and how they are currently operating is essential;

7. Congressional hearings can serve as a back-up to support preconceived legislative proposals;

8. General Accounting Office reports and other independent reports can determine the details of legislation;

9. Policy research studies can form the basis of legislative initiative;

10. Administration views and lobby efforts can substantially alter legislative proposals;

11. The lack of, or presence of, program evaluation studies can substantially alter the course of legislative change.

STRATEGIES FOR ASSURING THAT FUNDS ALLOTTED TO CITIES FOR VOCATIONAL PROGRAMS WILL BE SPENT FOR THE INTENDED PURPOSES

by Lowell Burkett*

I have had considerable experience during the past several years in formulating strategies to implement objectives in legislation, program leadership, professional service, public relations, and membership participation in a professional organization. Many of these strategies have been successful and others have failed, but through these experiences I have learned some things which I will share with you and sincerely hope that they will be helpful in formulating your strategies for assuring that funds allotted to vocational education are spent for that purpose.

First, your objectives for vocational education must be defensible. It is not enough to merely have "a hunch" that what is being provided in the name of vocational education will satisfy the needs of people. As vocational educators we have a tendency to take on all the education objectives, because we are a part of the total educational system which has this responsibility. If vocational education has to do the total education job, then there is no need for categorical funding of the program. It is my firm belief that vocational education has a rather specific objective of preparing persons with the skills, knowledge, and proper attitudes to enter and progress in a job. It is my further belief that we can defend this objective with those who enroll in vocational education and the public that supports it with tax dollars. Strategies for arriving at a defensible objective for vocational education calls for (1) obtaining information about the expectations of students who enroll in vocational education and (2) obtaining information from employers and organized labor on what they expect from vocational education. In other words, there must be a reconciliation between student expectations and employment needs. If students get jobs, succeed in them, and are satisfied with their education and training, I am of the opinion you can defend every program you have by calling on students, employers, and organized labor to support your case with the board of education. The marketing strategy of a satisfied customer can be applied to vocational education.

Our vocational student organizations have not only provided a vehicle for teaching leadership, citizenship, and the democratic principles, but have provided insights into student expectations. Those who formerly belonged to these organizations have become the alumni supporters of vocational education. It is no accident that vocational agriculture has strong support in the Congress when several have been former F.F.A. members.

Advisory committees, especially craft committees, serve to guide the vocational education programs when properly structured and used effectively. Good advisory committees have prevented many vocational education programs from being starved financially or even being eliminated.

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*Lowell Burkett is the executive director, the American Vocational Association, Washington, D.C.

Secondly, comprehensive planning for the vocational education needs of the city is essential because it will show the people and manpower needs and lay out a program to address them. Comprehensive planning to meet people and manpower needs is a new experience for most vocational educators and one that may not be well understood at this point in time. The concept has been introduced in the 1976 Vocational Education Amendments to the Vocational Education Act of 1963. State plans will require the comprehensive approach to planning and states will be forced to require the same type of planning at the local levels.

Comprehensive planning means that the vocational education needs of all people must be assessed and programs identified to meet them. It is not enough to identify those who will enroll in the secondary schools and then try to fit them in existing programs which are lodged in existing facilities.

A comprehensive plan will show what is being provided in programs outside the public schools. It will identify overlapping of programs and voids in serving needs. The plan should identify the out-of-school youth and adult population who need and want vocational education, and identify how these needs can be met. Of course, there will not be sufficient resources to do the job, and, therefore, priorities will have to be set for the use of the available resources.

Developing a comprehensive plan for serving the vocational education needs of all people and making the plan public is a very effective way of calling the public's attention to those people not being served by the existing programs. What you have done is to call attention to unmet needs and those not being served will help mold public opinion to provide additional resources.

Thirdly, public information programs are the key to gaining financial support. Previously I mentioned the need to inform the public about the comprehensive plan. Unless the public is aware of the vocational education needs, it will not support the program. A public relations persons on the staff is one of the best investments to be made. I know how difficult it is to get additional positions but perhaps utilizing a member of the existing staff by reassigning responsibilities might be a solution.

Fourthly, careful, realistic and detailed budgeting is required. Budgeting should price out the strategies to be employed to carry out priority objectives of a comprehensive plan. Too many fiscal officers budget only for those dollars that some one told them they were going to receive rather than budgeting to do a complete job and then show how far the dollars being allocated will go in carrying out the complete plan. In other words, the school board and the public will have the picture and then decide how far they want to go. Don't get locked in by a small piece of the school budget without informing the policy making people just what part of the pie they are buying.

Fifth, build quality in programs so that completers get jobs, succeed in them and satisfy employment market needs. Nothing succeeds like success! A successful program will never lack for support—financial or otherwise.

I am keenly aware of what is happening in some states and local schools with respect to federal and state vocational education funds. They become homogenized with other funds and never are identified with a vocational education program. It is my contention that if you do what I have previously suggested, you will receive more for your programs than the federal and state allotments.

Some states have resorted to program applications for state and federal funds because of the fact that some local districts have homogenized the funds. This may be the only recourse, but it does mean more paper work and higher administrative costs.

In conclusion, dollars alone are not the solution for offering a vocational education program. Dollars are essential, but we must know what we are doing, how we are going to get there and what it is going to cost.

STRATEGIES FOR ASSURING THAT FUNDS ALLOTTED TO CITIES FOR VOCATIONAL PROGRAMS WILL BE SPENT FOR THE INTENDED PURPOSES

by Reginald Petty*

The new Vocational Education Amendments of 1976 (P.L. 94-482, Title II) contain a number of provisions which have implications for the funding of vocational programs in large cities. Some of these provisions are carry-overs from the 1968 Amendments and some are new.

The intent of the act, as it is written, is to place the emphasis and the money where the needs are most critical. This includes the large urban areas. The intent is not new. It was implicit in the 1968 Amendments as well, but we know that this intent was not always, if ever, reflected in the allocation of funds to the large cities.

The new act, however, contains certain provisions relating to the governance of vocational education and the activities of advisory councils which suggest strategies which can be useful to large cities to assure that their programs are equitably funded.

I would like to review those provisions which are of particular relevance to large cities, and then offer some suggestions for strategies to assure that funding is allocated to cities in accordance with the intent of the act.

Under Section 106 (a) (5), the general application submitted by the state shall contain assurances that priority has been given to local applicants which are located in economically depressed areas and areas with high rates of unemployment, and are unable to provide the resources necessary to meet the vocational education needs of those areas without federal assistance. In determining the amount of funds available to those applicants, the state shall base such distribution on economic, social, and demographic factors, but shall use as the two most important factors in determining this distribution (1) the relative financial ability of such agencies to provide the resources necessary to meet the need for vocational education in their areas, and (2) the relative number or concentration of low-income families or individuals within the area.

The annual program plan and accountability report must set out "explicitly" the proposed distribution of funds to recipients, together with an analysis of the manner in which such distribution complies with the assurance given in the general application under Section 106 (a) (5). The House Committee Report stated that the requirements of the 1968 Amendments ". . . are too general in nature to carry out the intention of Congress which was to provide additional resources to those school districts and agencies most in need of those resources to provide programs." The Committee

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*Reginald Petty is executive director, National Advisory Council for Vocational Education, Washington, D.C.

found that ". . . the states are not following the intention of the legislation; and we must accordingly modify the law to make it more specific." The Report continues:

> For that reason, the Committee has amended the provision regarding the distribution of funds within States to require States to distribute Federal funds based on various factors showing the need for vocational education but particularly requiring that the two most important factors used must be, for school districts, the financial ability of these districts and the number or concentration of low income families or individuals within them, and, for other public agencies, the financial ability of such agencies and the number or concentration of students whom they serve whose education imposes higher than average costs. The Committee intends 'financial ability' to be defined as the property wealth per capita of local school districts and of other public agencies having a tax base and to be also defined as meaning the total tax effort of the area served by these schools and agencies as that effort is a percentage of the income per capita of those within the taxing body. We feel that such a definition will give a greater preciseness to our intention in trying to focus Federal funds on those school districts and other public agencies most in financial need of these funds. For the same reason, we have included as the other important factor the number or concentration of low income families, and the number or concentration of students whose education imposes higher than average costs. That factor, too, readily identifies those agencies most in need of this assistance.

While these provisions relate as well to depressed rural areas, the intent to aid urban areas is unmistakable.

Section 110 increases the set-aside for the disadvantaged, who are to be found mainly in the urban areas, from 15 to 20 percent of the state allotment, and requires that these funds be specifically matched. The basic grants to states may be used, among other purposes, for stipends for needy students and for day care services for children of students—provisions which would tend to have greater applicability to large city schools.

Under Section 150, Consumer and Homemaking Education, at least one-third of the federal funds available to each state shall be used in economically depressed areas or areas with high rates of unemployment. This is a carry-over from the 1968 Amendments.

New to the act is Section 191, Emergency Assistance for Remodeling and Renovation of Vocational Education Facilities. This provides $25 million for FY 1978, $50 million for FY 1979, $75 million for FY 1980, and $100 million for FY 1981 for direct assistance to local education agencies by the U.S. Commissioner. This special program was included in the bill as a result of testimony by the National Advisory Council on Vocational Education. In presenting NACVE's testimony, Roman Pucinski called for a crash program of assistance to urban areas. In the legislative process, rural areas were added in addition to urban areas and made eligible for assistance. The proposed Federal Regulations, which should be published in the next week or two, traces the legislative history of this provision and concludes that all local agencies, including suburban, are eligible for assistance. However, the criteria to be used in ranking the applications for funding will favor urban and some depressed rural areas.

The Report of the Senate Education Subcommittee clearly indicates that the program was designed primarily for urban schools. It stated: "The need for such assistance was amply documented in material provided to the Committee by the Council of Great City Schools. A survey of the membership of the Council, which includes twenty-seven of the Nation's largest city school systems, indicated a dramatic need for renovation and updating funds."

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It is by no means certain that this provision will be funded. If it is funded, the cities which receive special assistance under this provision will have to guard against the possibility that the state may attempt to reduce its regular allotment by an amount comparable to that received under the special program. I have personally heard a representative of a state agency say that state X would take such an approach. The Senate Report states that this program is to provide one-shot emergency aid, and is intended to be over and above the regular allotment to which an applicant would otherwise be entitled.

In order to guard against this possibility, and to assure the large city school districts will receive the allotments to which they are entitled, there are several strategies possible under the new act.

In developing the five-year plan and the annual program plan, the state board must involve the active participation of a variety of interests. Included among them are the State Advisory Council, the State Manpower Services Councils, a representative of a local school board or committee, a representative of vocational education teachers, and a representative of local school administrators.

The membership of the State Advisory Council is expanded and must include among their membership persons representing programs of vocational education in comprehensive secondary schools; vocational education teachers at the local level; superintendents and administrators of local educational agencies; school systems with large concentrations of persons who have special academic, social, economic, and cultural needs and of persons who have limited English-speaking ability; women with backgrounds and experiences regarding sex discrimination in job training and employment and sex stereotyping in vocational education, including minority members with such backgrounds; and the general public, including persons representing and knowledgeable about the poor and disadvantaged.

Large city directors should begin lobbying to have some of these positions on the planning committee and on the State Advisory Council filled by persons who can forcefully represent the problems and interests of urban school districts. The value of such representation under the new law lies in the fact that the state board can no longer ignore the advice of these various interests. The law provides that the board must comment on the recommendations by each of these interests, and if it rejects the recommendations, must explain the reasons why. Any of the agencies or councils represented on the planning board, including the State Advisory Council, may appeal to the U.S. Commissioner of Education for a review of the plan, if they are dissatisfied with it. The law provides for ultimate appeal to the federal courts. While the individuals on the planning board, who might represent urban interests, cannot appeal as individuals, (only agencies and councils may appeal) those urban interests could mount an appeal if they could sell their case to the State Advisory Council or the State Manpower Services Council.

It would be in the interest of urban districts to take the initiative to work more closely, wherever possible, with local CETA prime sponsors. The new law requires that local applications describe the extent to which local programs are working in cooperation with CETA programs. Improved relations with prime sponsors is a potentially effective strategy to strengthen support for urban school districts under a bill which places a great deal of emphasis on coordination of vocational education and CETA programs. Since the strongest CETA prime sponsors are those in urban areas, such coordination, if it can be achieved, can increase the influence of the urban schools.

The act also requires that each local recipient establish a local advisory council, to include business, industry, and the general public. Make effective use of these local councils!!! You should attempt to establish cross-representation between the local vocational education council and the local CETA planning council, as is now required at the state level between the SACVE and the State Manpower Services Council. More than ever before, these groups will be a strong voice in the

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determination of vocational education and manpower policy. Their membership represent the clients and the purchasers of your products. They will be deeply involved in the planning of vocational education and in the evaluation and accountability reports which will judge the successes and failures of the program.

If these strategies are pursued, there will be ample opportunity for large city school districts to make their case heard, to have input into the development of the state plans, and to call attention through the evaluations and accountability reports to state policies which are contrary to the assurances of the general application that criteria favoring urban districts will be applied by the states in allocating funds.

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SECTION FOUR:

FACILITATING THE EMPLOYABILITY OF HANDICAPPED PERSONS THROUGH REGULAR VOCATIONAL PROGRAMS

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FACILITATING THE EMPLOYABILITY OF HANDICAPPED PERSONS THROUGH REGULAR VOCATIONAL PROGRAMS

by Cheryl A. Davis*

Although the term has only recently become fashionable, I have been a lifelong "handicapped consumer." Growing up, I observed the movement of American blacks gather steam and wondered whether the handicapped would ever similarly organize. Well, consumerism is here, and here I sit before you, a consumer activist for the past seven years. As a consumer, I claim no expertise in the field of vocational education. However, it is a basic tenet of consumerism that human beings—handicapped or otherwise—require no professional expertise to determine their values, their rights, or their preferred life styles. Such expertise may assist in these determinations, but they are not a *sine qua non*. Another tenet is that consumers of a product or service have a right to be involved in the policy making and practices which affect them.

As a former client and as an advocate for present clients of a vocational rehabilitation agency, I have discerned certain limitations of what "voc rehab" can accomplish for persons with handicaps. There are at least four areas I have discerned in which vocational rehabilitation appears particularly to present problems—problems which might be somewhat addressed by vocational education, as it begins to focus some attention on the handicapped.

1. Job development/restructuring. The vocational rehabilitation agency does not have the staff and, indeed, does not appear to have the vision required to "image" jobs not traditionally performed by handicapped persons as suitable with (or without) modification of work areas or work hours, job sharing with other part-time help, and so on.

2. Race bias This problem may differ markedly in degree from one vocational rehabilitation agency to another, but there is recent evidence to indicate that handicapped minorities have been doubly handicapped by disturbing patterns of non-referral to VR agencies and hasty case closures.

3. Sex bias. While women do not evidence any pattern of non-referral, there are indications that the rehabilitation plans developed for them mold them for roles which are, at the same time, less remunerative and more home-related than are the plans developed for male clients. Similarly, I have yet to see a male client whose plan would rehabilitate him for a "homemaker" role.

4. Agency limitations. the problem of identity. Briefly put, this is simply to say that a rehabilitation agency is not an educational or training agency. If one or another job training route is unavailable (or much too inaccessible) to the handicapped client, that closes a

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*Cheryl A. Davis is a planner, Housing for the Handicapped, Department of Community Affairs, Boston, Massachusetts.

resource to the client and counselor. Without appropriate agencies or institutions to which meaningful placements or referrals can be affected, the "voc rehab" agency may be effectively immobilized, with respect to some of its clients.

One more problem, not limited to the vocational rehabilitation agency, might be sited: failure of imagination. This is a serious agency handicap and one which is seldom recognized, since it is a characteristic of all bureaucratic institutions. It is manifested, frequently, as a succession of short-term trends or fads. For example, just a few years ago there was much talk of a wholesale redirection of the handicapped into blue-collar jobs. Today, for the physically handicapped, and especially wheelchair users, an opposite pattern is manifested, wherein they are channeled toward a college education and a white-collar job. Advocates for both collar colors seem to forget that, handicap aside, "the handicapped" are not homogeneous, not an undifferentiated monolith, though it often may seem a convenience in terms of planning to make them seem this way. I know many individuals who have been dragged, over their own vigorous protests, into rehabilitation plans entirely opposite to their interests and ambitions. And when these plans failed, as often they did, the client was blamed for "lack of motivation." It should surprise no one that clients sometimes emerge from their rehabilitation experience with the cynical observation that "lack of motivation means wanting what the counselor didn't."

What does all this have to do with vocational education? Quite a lot. Although the manifestations of these problems may be unique to the vocational rehabilitation agency, the problems themselves are not. Patterns of race and sex bias are legally and socially unacceptable everywhere. Those practicing in the field of vocational education are required to expend no small effort to eradicate such biases. This applies to student admissions, class placements, and so on; it also applies to employment of teaching, administrative, and clerical staff. It's a big job and a critically important one. But it must be remembered that the handicapped are now included in affirmative action. Recent court decisions have indicated that Section 504—whether or not regulations have yet been promulgated—was intended by Congress to function not only as an assurance of non-discrimination, but as a basis for affirmative action for handicapped people. That handicapped minorities and women have experienced discrimination on more than one count should make affirmative action for the handicapped still more urgent.

Apart from affirmative action, vocational education can serve the needs of handicapped persons better by considering the ways in which job stereotyping and fads might be reduced. For example, no accessibility effort would be complete which did not include, where needed, some minimal redesign of work areas for students and teachers, or office areas for staff. The basic problems for the physically handicapped involve reaching, stooping, grasping, and bending. There are many more solutions, fortunately, than there are problems. Some preliminary work in redesign of laboratory space can probably be applied to other work areas.

Needs of the handicapped in vocational education include:

1. Information and outreach.
2. Advance preparation – A chance for student and faculty to meet in advance of the beginning of a course, or courses, to determine real (as opposed to fancied) needs and plan ways to meet them.
3. Accessibility of facility and usability of work areas – Responsiveness to developing needs should point the way. In addition, some handicapped, their advocates, and architects are qualified design consultants and will make themselves available to you.

4. Advisory input at local and regional levels.

5. Affirmative action in employment and student recruitment.

Efforts in these areas will go far towards making vocational education available to handicapped and a useful partner in their rehabilitation.

FACILITATING THE EMPLOYABILITY OF HANDICAPPED PERSONS THROUGH REGULAR VOCATIONAL PROGRAMS

by B. L. McLendon*

In our ever changing complex society, the goals of education—self-realization, desirable human relationships, economic efficiency, and civic responsibility—remain constant. The development of physical, emotional, social, and mental growth is still the prime concern of educators. The educational goals for children and youth that are classified as handicapped are the same as those for children and youth that are classified as normal. However, successful attainment of these goals is much more difficult for the handicapped, not only because of their impairments, but also because of the barriers that are imposed by society. Schools, as well as employers, often shun the handicapped because of the way they "look" or because they assume that the handicapped are not as competent as non-handicapped people in all areas. Partially, as a result of these all too common attitudes, the handicapped have been segregated and have not had the access to many of the services, programs, or jobs that persons classified as "normal" have had.

Students, age fourteen to twenty-one, who are identified as Trainable Mentally Retarded, Educable Mentally Retarded, Language and/or Learning Disability, Secondary Emotionally Disturbed, Deaf, Minimally Brain-Injured or mildly Orthopedically Handicapped may receive vocational training:

1. In a regular vocational program (limit—10 percent of enrollment),
2. Attend VEH center half-day and home campus half-day,
3. Attend VEH center for full-day program.

The campuses offering specialized VEH programs are:

1. Harper Campus, 3200 Center Street: Learning Skills Center, VEH Program—Half-day program with one-half day in home school and one-half day at Harper. Vocational programs available: (a) General Construction, (b) Horticulture, (c) General Mechanical, (d) Building Maintenance, (e) VEH Co-operative program (for students previously enrolled in the VEH program), and (f) Commercial Foods.

2. E. O. Smith Campus, 3415 Lyons Avenue: VEH Program—Four Vocational programs—(a) Home and Community Living (Commercial Food Preparation, Vocational Sewing Skills), (b) Health Care, (c) General Construction, and (d) Small Engine Repair. (Full-day program)

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*B. L. McLendon is deputy superintendent for Occupational and Continuing Education, Houston (Texas) Independent School District.

3. Jane Long Campus, 6501 Bellaire Boulevard: VEH Program, two Office Education Laboratories. (Full-day program)

In reality, the current program which has been operational for the past three academic years, represents an almost complete redesign of a cooperative Special Education/Vocational pilot project established in 1971. This project, designed to serve at least eighty pupils, and while relatively new had, by the spring of 1973, bordered on total collapse. A cumulative series of negative events including low pupil attendance, and repeated acts of pupil-initiated aggression, finally culminated in a recommendation by the Texas Education Agency that the project be terminated.

In addition to the reasons noted above, the agency's report pointed to problems of:

a. Low staff morale,

b. Excessive use of corporal punishment,

c. Obvious failure at cooperative efforts between the project's vocational and special education components,

d. Large numbers of pupils either expelled or who chose not to return.

Program Redesign—The Learning Skills Center

In an attempt to salvage this potentially valuable facility, the combined departments of Special Services and Occupational and Continuing Education of the Houston Independent School District presented and had approved an alternative design. The proposed redesign aimed at drawing the educational resources offered to this student population closer to those available to other students, while retaining the unique flexible characteristics of alternative programming.

Five points of intervention were identified and substantive changes made. Briefly stated, these points were:

1. The major thrust of the program was shifted away from training objectives directed solely toward professional skill development (e.g , carpenter's helpers; nurse's aide; food service attendant, etc.) Instead, a core of work adjustment skills were identified as requisite to a student's successful survival on any job. In part, these include: promptness, task completion, attending behaviors, cautious utilization of tools and implements, and non-physical or verbal aggression toward peers or supervisors. In this context, the four previously existing vocational training components were maintained, but curriculum objectives were redefined around the work adjustment skills. Students are also allowed to make within program shifts if they are unsatisfied with the skill are in which they are enrolled.

   The rationale for the reorientation of the Learning Skills Center's objectives is that the availability of job openings controls the graduates' "job getting" behavior to a greater extent than does specific professional training. That is, for this population, the ability to skillfully drive nails is not necessarily a valid predictor of the job an ex-student will hold within six months of graduation. Indications are that the majority of these students will accept jobs essentially unrelated to the professional skills in which they receive training. Students' ability to successfully maintain jobs once acquired, however, is directly related to their level of work adjustment skill attainment.

2. A comprehensive, tri-level token economy system was designed for the Learning Skills Center and is linked directly to the work adjustment skills previously described. Total faculty training was provided in the utilization of the system, and each student is given a thorough orientation. In addition to the maximum of eighty points earned for successful performance of the work adjustment skills each day, students may also earn a maximum of 125 points each week for appropriate behavior on the bus to and from the Learning Skills Center. A maximum of 105 points is possible per student per day.

3. The academic section was reorganized into a resource room with emphasis placed on reading (decoding) skills building. Vocationally oriented—low ability curriculum materials are correlated with specific reading objectives. All students cycle through this learning center daily. In addition, a secondary counselor and vocational adjustment coordinator are assigned to the Center.

4. The total program was brought under the direction of a single project coordiantor. This person is charged with the task of unifying the various program components of the Center.

5. The program was divided into two half-day sessions, allowing students to remain at their "home" schools for either mornings or afternoons. In addition, transportation was arranged to move the students between the Learning Skills Center and their home school. The net result of this procedure was to first permit the students to maintain identity with established peer groups and secondly, to provide the administrative framework for immediately doubling the student enrollment.

Program Components

Essentially four separate components can be identified within the Learning Skills Center program. Included are the vocational training units; an academic learning center; vocational adjustment coordinator, and a special education counselor.

Six vocational teachers maintain the skill training units. Specifically, food services, general consturction; general mechanical; horticulture; VEH Coop; and building maintenance training programs are conducted. It must be noted, however, that a student may choose to move about within the units as the work adjustment skills are constant across all Learning Skills Center components.

Two certified special education teachers operate the Center's academic component. Under the current design, these teachers work as an academic link with the vocational units. That is, the emphasis is again upon teaching for survival. Educational materials are correlated to work related tasks, vocabulary, and job requirements. Here, also, the tri-level token economy is employed.

A special education counselor operates the Center's token economy system. Having an ongoing data base (i.e., numbers of token earned and lost) for each student daily, the counselor can easily pinpoint breakdowns in student functioning and/or potential problem areas. In addition, the counselor is in constant contact with both academic and vocational teachers and serves as a liaison between these units, the student, and his home school.

Finally, the vocational adjustment coordinator works directly with the counselor in arranging on-site job training experiences for Learning Skills Center students at the highest rank of the tri-level management system. To date, thirty students have been cycled through this system and are currently employed. A last point regarding students is that involvement in Learning Skills Center activities is

formally recognized by the Houston Independent School District and the Texas Education Agency, and as such, students successfully leaving the program, including employment for at least one semester, receive high school diplomas.

Overall Goals

The goals of the Center are to develop programs that will provide rewarding and meaningful experiences for each of the students; and to work and encourage each student to reach his/her fullest potential in becoming a productive and worthy member of a changing society.

In order to develop these goals, the VEH programs in the Houston Independent School District concentrate on work in the following broad areas:

1. Vocational Goals

   a. Teach students to perform the basic job skills, to the best of his ability, in his chosen field

   b. Teach students the basic responsibilities of holding a job.

   c. Teach students that in order to advance they must have small goals that lead to much greater goals.

   d. Teach students to conduct themselves in a manner becoming a young man or young lady.

2. Academic Goals

   a. Teach students to follow directions.

   b. Teach students to follow written and/or oral instructions.

   c. Instruct students in being able to tell time and the importance of being on time for work.

   d. Instruct students in using measuring tools for specific vocations.

   e. Teach students different methods of transportation to get to and from their job.

   f. Teach students to recognize and use basic terms and tools in the vocational fields.

   g. Help and assist students to become safety conscious at all times.

   h. Aquaint students with management of money and banking transactions.

3. Job Placement Goals

   a. To place all job ready seniors on meaningful jobs so that they may graduate with their peers.

b. To place all job ready students, sixteen and seventeen years of age who have been in a vocational lab setting for one year and who would benefit, into the VEH Coop Training Lab.

c. To provide follow-up assistance and counseling to the student after job placement, so that he/she may expand his/her capabilities for advancement.

d. To help each student-worker become a self-sufficient member of society.

4. Personal and Social Enrichment Goals

a. The students will develop personal and social skills enabling them to function to the maximum in a changing society.

b. Through group and individual interaction, the students will develop an understanding and appreciation for individual differences, and a respect for personal rights and property.

FACILITATING THE EMPLOYABILITY OF HANDICAPPED PERSONS THROUGH REGULAR VOCATIONAL PROGRAMS

by Ruth Brown*

This report is a summary of two successful projects dealing with facilitating the employability of handicapped persons. Both of these programs were conducted under the sponsorship of the Maryland State Department of Education, Division of Vocational-Technical Education.

The first project was an educational and counseling program for unemployed and underemployed adults to permit them to move ahead in the world of work. This was operated by the Evening College of the Johns Hopkins University in Baltimore, Maryland. Small group and individual instruction in reading leading to the acquisition of specific vocabulary and skills was provided over a fourteen week period. Individual and group counseling was the other phase of the total program and was coordinated with the reading program.

The second project was a pilot program for physically handicapped, emotionally disturbed, and mentally retarded adults currently unemployed but desirous of obtaining employment. It was implemented at Dundalk Community College in 1973. Currently in its third year, this program consists of fifteen weeks of guidance, counseling, testing, and training in basic job skills. Success in the "Single-Step Program" is defined as entry into subsequent jobs or future career training programs. Seventy-three percent of participating students consistently meet this desired goal.

Following is a more detailed description of the programs, services, and outcomes.

Recruitment and Training of Professionals to Work with Adults with Specific Learning Disabilities so that They Might Become Employable or Promotable

The Evening College
The Johns Hopkins University
Baltimore, Maryland

Introduction

The right to work has been a basic philosophy which has been inculcated by our educational system into the minds of all people in our free society. The total well being of each individual "who knows how and can do" rests on this premise. That one can carry his or her share of the responsibility

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*Ruth Brown is a staff specialist for Special Programs, Maryland State Department of Education, Division of Vocational-Technical Education.

of functioning self-sufficiently in a socioeconomic setting is the measurement of success for the "good life" in our culture.[1] Most recent government surveys have revealed that an ever increasing and drastic discrepancy exists between those "who know how and can" and "those who don't know how and can't."

Adults in the greater Baltimore region with specific learning disabilities, particularly in the realm of communications disorders, were the beneficiaries of this program made possible by a grant from the Maryland State Department of Education, Division of Vocational-Technical Education. Many of these identified adults could not find employment, or if they were employed, were handicapped in the area of job promotion.

Program Description and Purpose

After a training seminar, six reading specialists and six counselors worked with the adults who had been identified as having specific learning disabilities, particularly in the area of communicative disorders. The twelve professionals learned to: (1) provide a differential diagnosis; (2) apply remedial instructional procedures; and (3) understand and cope with the attitudes, feelings, and reactions of adults who have failed because of difficulties with the written language.

The purpose of the program was two-fold: (1) to train reading specialists and counselors to work with adults with specific learning disabilities so that they would become employable or promotable; and (2) to assist sixty slow learning adults in the greater Baltimore area in becoming employable and/or promotable.

Criteria for Acceptance

A criteria for entrance into the program was that these adults should possess average intelligence and sensory acuity, and exhibit deficiencies only in such areas as association, conceptualization, attention, perception, and/or receptivity which interfere directly with communication and cognitive learning. Each applicant was given a standardized reading test. Those applicants who scored below the 3.5 grade level were considered for admission into the program. Each adult was informed that it would be his or her own responsibility to come to the Homewood campus for a period of fourteen weeks and participate in the sessions in reading remediation and counseling. The applicants considered for acceptance had to presently be unemployed or prevented from moving up the career ladder because of learning disabilities.

The Johns Hopkins Reading Program was divided into four phases.

Phase I – Recruitment and training of professionals (six reading specialists and six counselors) who wished to learn specific skills and techniques applicable to working with the learning disabled adult.

Phase II– Interviewing and recruitment of adults, in the greater Baltimore area, with learning disabilities especially reading retardation.

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[1] *Vocational Education for Handicapped Persons;* U.S. Department of Health, Education and Welfare, p. 2, U.S. Government Printing Office.

Phase III – Instructional program of direct service to clients (January - May 1976).

a Reading
b. Counseling
c. Extension program (six weeks, May and June)

Phase IV – A follow-up study of each client after remedial instruction and counseling; and an evaluation of the entire program.

Conclusions and Recommendations

In conclusion it should be stated that in no way can this program be evaluated statistically. Feelings and attitudes about how much the program meant to the individuals who participated cannot be numerically equated. It is the consensus of all the counselors, reading teachers, and all other professionals involved that such a program is a meaningful and much needed learning experience for the disadvantaged learning disabled adult if he or she is to gain employment or become more job promotable. This was well expressed by the client who painstakingly wrote back and said he "liked the program because it helped him get a job." He is now employed!

From the findings presented, therefore, it is valid to state that the two-fold purpose of this program was met in large degree.

All of the twelve professionals involved felt that they were able "to use something of everything that was covered in the training seminars." The reading specialists felt that a definite amount of progress was made by the students. It was suggested that in a future program of this type, more of the training sessions in the reading seminars utilize individual instructional aides that can be used in working with this population. It was also felt that the Stanford Diagnostic Test was not the best testing measurement to be used in accepting applicants.

From the nineteen adults personally contacted, from the family comments of sixteen of the students, and from the three letters of inquiry which were answered, (as well as from the reports of counselors and teachers) the project was a success.

This program was comprised to some extent of a transient population and it was difficult to follow up many of the participants involved by direct contact. Of the forty-nine initial participants in the program, it was not possible to obtain any information on six of the adults six months after the program was completed.

The availability of a job was very crucial to this group of adults. Some of the absenteeism can be attributed to job seeking. When queried as to the reason for "dropping out," six adults indicated their need to get a job was momentarily more important to them. Seven of the dropouts in the program found jobs after having been in the counseling and remediation classes.

Thirteen adults who successfully completed the program and eight of the dropout students stated they would like the program continued. If possible, it was also suggested that classes be held three days a week instead of two days a week. The limited duration of time which was allotted for this pilot program was a negative factor in accomplishing all the reading tasks as well as more effective counseling. All of the professionals felt that the program should have continued over a longer period of time. All the students hoped that the program "would go on till they could pick up a book and read."

It was further suggested that the extension program should have been confined to the continuing students and not complicated by the addition of new students.

It was suggested by the six counselors, six reading specialists, and the coordinator that a working relationship with the referring agencies be established from the onset of the program since, at times, both the Hopkins' counselors and other agency counselors were working with the same student simultaneously. A written referral concerning the applicant from the referring agency would facilitate communication during the program.

The most motivated and cooperative students were those who were self-referred or referred by an agency such as Vocational Rehabilitation or the Calvert Adult Education Center wherein the client had taken the initiative for self-help. The referral source is an important factor for success in a program such as this one. The largest group of adults to drop out of the program were those adults referred by Manpower.

Another recommendation made was that all testing be done before and immediately after the program and not during the time allotted to the remediation or counseling segment.

Single Step Program
Recruitment and Training of Handicapped Adults

Dundalk Community College

Introduction

Single Step, as the program is called, was first offered as a fifteen week sequence during the fall of 1973 semester at Dundalk Community College. Since then the program has been repeated each term. What follows is a description of the program as it was during the spring of 1975.

Single Step was designed so that the students would interact with the college's total student body. Classes are conducted in the various classroom buildings of the college, and students are required to change rooms for each class. Single Step students attend school one day a week for the fifteen week semester, from 8:50 A.M. until 3:30 P.M. Their class hours follow the typical college pattern of fifty minutes duration with a ten minute break to get from one classroom to the next. Along with the regular six hours of classes, the students are given a forty-five minute lunch break.

The program consists of group counseling, reading, math, psychology of occupations, and physical education. In addition to the regularly scheduled day of classes, Single Step students are offered the option of attending an additional three hour class held on Friday mornings, Jobs Unlimited.

Moreover, each student meets one hour a week with his paraprofessional counselor.

Each semester the total group of forty-five students is subdivided into smaller groups of eight to ten individuals for instruction in reading and math classes, as well as for counseling groups. The only handicap group kept together as one unit is the mentally retarded group. This is done to allow these individuals to develop at their own rate in reading and math, and to receive full benefit from their counseling group.

The Reading Courses

Single Step students attend the Reading Center for a total of fifty minutes per week. Due to the varied handicaps as well as a wide range of reading needs and skills possessed by the students, the activities and teaching methods differ according to individual need and group reactions. The classes are team-taught by two or three members of the reading staff and include both individual and small group work.

The program has two components: one for the remedial reader and one for the educationally deprived reader. Classes for the remedial reader are subdivided into small groups of three to five students. Activities are designed to develop a functional sight vocabulary, literal comprehension, work attack skills, and writing skills.

Classes for the educationally deprived reader are usually divided into larger groups. Activities include group discussion, directed reading lessons, self-instructional packets, and individual work. These are designed to increase the individuals' vocabularies, develop comprehension, develop study skills, and stimulate interest in reading a variety of materials.

Other than essential reading skills, students are given activities to help them incorporate these skills into job situations. Such activities include understanding vocabulary associated with desirable qualities for successful employment and recognizing terminology frequently encountered on job applications.

Throughout the Reading Program, each student is encouraged to express ideas and feelings, to share his stories and poems, and to take an active part in the class, in order to develop his self-esteem and improve oral communication skills.

Students who show potential for achieving in a formal educational setting are encouraged to enroll in a regular college credit reading class the following semester.

The Math Classes

Single Step students possess a wide range of mathematical skills. Instruction, therefore, is individualized and students progress at their own rate. Math instruction is provided by a qualified college instructor assisted by one or two aides.

After testing to determine the student's level of mathematical skills, each student receives individual and group instruction in basic arithmetic, elementary algebra, and intermediate algebra. Students are given homework each week. Additional learning aids for the mentally retarded class consist of using genuine currency to solve mathematical problems in the classroom.

The Group Counseling Sessions

Co-led by teams of professional and paraprofessional counselors, the small group counseling sessions are one of the most vital aspects of the Single Step program. Here, the student learns to express fears, frustrations, and ambitions. Each student is encouraged to discover and develop or strengthen his or her self-image.

Techniques utilized in these sessions are varied, with the main emphasis on the Human Potential Techniques developed by James McHolland. In all counseling sessions the emphasis is on self-discovery and clarification of self-concept.

Each counseling group is composed of students with varying handicaps. The only homogeneous handicap group is the mentally retarded students. To be of maximum benefit to each mentally retarded student the groups are limited to five persons, giving each the responsibility for full participation in the group discussions.

In the counseling groups, composed of the physically or emotionally handicapped students, the students learn to explore the possibilities available for their future and come to some conclusions about their options. For some, it means discovering that their greatest strength is within themselves. For others, it means discovering, for perhaps the first time, the truth of the statement: "Your handicap is only what you let it be."

The Psychology of Occupations Hour

This is the only class where the students are assembled as one large group. During this hour, the students attend lectures and discussions. The topics include employment opportunities, job search techniques, consumer education and protection, and the diverse career programs offered at area community colleges.

Four of these weekly hours are utilized to administer vocational and personality testing. Tests used for these purposes include the Strong Vocational Interest Blank, the Minnesota Multiphasic Personality Inventory, and the Army General Classification test. For those students lacking reading skills or with visual impairments, readers are provided to administer the tests orally.

Physical Education Classes

The physical education segment of the program consists of three five-week modules. Students elect to attend bowling, yoga or table games for five weeks. At the completion of one module, students have the option of electing to remain in the chosen activity or attending one of the alternate activities for the next five week module.

The purpose of the physical education classes is to help the student become more aware of his body, accept his body, and utilize what physical skills he possesses.

Jobs Unlimited

A three hour a week class for students desiring employment as their immediate goal is conducted for as many weeks as these students feel the need for such instruction and guidance.

An average of ten students have attended each semester's offering of Jobs Unlimited. Students are taught the basic techniques of job search, interview skills, and resume writing. After mastering these techniques, each student begins the actual job search and experiences as many job interviews per week as possible. Employment leads are furnished by a job placement specialist and by the students themselves.

The theme of Jobs Unlimited is, "Don't be discouraged."

Individual Counseling Sessions

Each student is assigned a paraprofessional counselor for private counseling sessions. Here the student expresses himself freely to the counselor about the issues that concern him whether they are related to personal development, family, or job. In addition, these individual sessions may be used to perform additional testing.

Each student is encouraged to continue his weekly sessions with his paraprofessional counselor after the completion of the semester, for as long as the student (or counselor, in some cases) feels it is necessary. In most cases, this extends the student's counseling experience six to twelve months beyond the end of the semester. However, the sessions are usually held every two or three weeks.

Each semester on the final day of the program, the Psychology of Occupations and Physical Education hours are used for the students' graduation ceremonies. At this time, each student receives congratulations from the college staff and a certificate of achievement from the college's president. After the ceremonies, an open party for the college student body, staff, faculty, and administration is presented by Single Step students.

Some of the Single Step students have requested additional special classes.

Conclusions and Recommendations

With 73 percent of the individuals attending this pilot project achieving success in either employment or career training, it is quite evident that this unique program offers a viable solution to one of society's major problems.

To the agencies dedicated to serving the needs of the handicapped population, such programs offer assistance with their heavy case loads. It may also offer a vital service geared to developing a high level of motivation and self-awareness in their clients.

To the rehabilitative counselors within these agencies, this service provides a more productive use of educational funds and a conservation of monies allocated for aptitude and personality testings. An additional service provided the rehabilitative agencies is that of aiding in the discovery of individuals within a community who, while not aware of the fact, might be eligible for rehabilitative services. This was to be one of the services offered by this project, and this service has been established.

The premise of the original grant request was validated. There are large segments of the handicapped population within the community who need and desire counseling, guidance, employment skills, and career training services offered in a college environment. Each recruitment phase of Single Step discovered over 100 handicapped adults requesting admission into the program. Of necessity (due to staff and space requirements) each program was limited to serving thirty to forty individuals. Some of these persons traveled distances that required one or two hours of bus travel to attend the program. An alternative to such situations would be the establishment, at other community colleges, of similar Single Step programs.

For each thirty to forty persons experiencing this unique program, there were sixty to seventy denied these services. Area community colleges should be utilized to provide this service to a wider range of this population.

The conclusions of the advisory committee (established to explore the possibilities of utilizing community colleges as a service agency for the handicapped adult) focused on the fact that there is a need for guidance services for these individuals. The main thrust of Dundalk's Single Step program was in this specific area. Emphasis was placed on counseling and guidance, with the students being exposed to interaction not only in a large group environment, but in small groups and on an individual basis, so that the student would experience as many varied environments as possible. The student evaluations suggest that this was what they wanted.

In addition, the students were encouraged to join the regular student body activities available at the college. Single Step students became involved not only in sports activities offered (where they could not actively participate, they, on their own initiative, became assistants to the coach), but also in student affairs, the theater group, or other student organizations. They were not segregated from the college environment, nor were they given special treatment. They were students.

Particular attention should be paid to the transportation problem of handicapped students. As the successful programs conducted at Dundalk show, emphasis should be placed on the applicant-student solving such transportation problems. The program coordinator at Dundalk, determined that if the applicant was seriously determined to accept the opportunities offered by the program, then that applicant would solve the problem of how to get to the program. The reasoning behind this decision was that if the applicant could not solve the transportation problem of attending the fifteen week program, then one would suppose that the applicant could not solve the bigger problem of transportation to employment.

Employment, it must be remembered, is the ultimate goal of all Single Step students, whether it be immediate employment, or additional education and training for a specific career.

Data has indicated, in the Dundalk Single Step program, that while 38 percent go on to immediate employment, 40 percent of the students graduated from the program choose to continue their education by enrolling in regular credit courses offered by the area colleges. It must be pointed out that due to their diverse educational backgrounds some of these students electing to enter career training programs at the college level, require a semester of basic math and reading courses as preparation for the freshmen classes.

It is also suggested that in future programs an effort be made to secure the services of an interpreter for the deaf students. Some deaf students felt the definite need for this service, not only for obtaining full benefit from the program, but also to realize the chance of acquiring training through enrollment in regular credit courses.

One recommendation made by the students themselves was in the area of counseling. Some female students were assigned a male counselor (paraprofessional) and discovered they could not be as open with their counselors as they wished. This was due solely to the fact that they had difficulty being open with a male; they felt they could have achieved greater frankness and self-discovery if they had been assigned a female counselor.

Another recommendation was the elimination of mandatory individual counseling. This was a requirement for students attending the pilot program, but as counselors and some students discovered, it was not necessary, in each individual case, to require weekly counseling sessions. Some students are more able than others to come to quicker decisions about their future goals, and are more able to discover and accept a new self-concept.

Graduates of the pilot programs stated that one of the essential ingredients of the program was the reading and math courses offered. These were beneficial not only to those electing to continue their education, but also to those seeking employment at the end of the semester. These skills were beneficial in helping them in the areas of filling out job applications or in achieving higher scores on exams connected with employment.

In conclusion, with nearly 73 percent of the students achieving desired goals, it is obvious that a program of this type is a viable alternative to allowing this population to exist on supplemental income or welfare payments.

SECTION FIVE:

EVALUATING VOCATIONAL EDUCATION PROGRAMS ON THE BASIS OF JOB PLACEMENT AND LABOR MARKET SUPPLY AND DEMAND

EVALUATING VOCATIONAL EDUCATION PROGRAMS ON THE BASIS OF JOB PLACEMENT AND LABOR MARKET SUPPLY AND DEMAND

by Virginia Lamb*

Evaluation may be defined as the process of obtaining information and using it to form judgments which in turn are used in decision-making.

Program evaluation must begin with the analysis of three areas of concern: (1) an analysis of the manpower needs and opportunities of the businesses and industries that make up the geographic area to be served; (2) an analysis of the student needs and interests; and (3) an analysis of the constraints and resources with which the school system and the economy must operate.

Evaluating vocational education programs can be compared with selling a commercial product on the open market. If there is not a need and/or demand for the product, it will not be a saleable item. Market analysts use many sophisticated techniques in evaluating marketability of products and manufacturers invest thousands of dollars in this process before making the decision to manufacture a specific item, or continuing to produce a product already on the market if sales have dropped off. It may be a decision to change the product to meet the changing public concerns. For example, the types of products being sold in aerosol containers are being changed to meet public demand.

The questions to be answered in the evaluation of vocational education programs and the decisions to be made center around two concerns: what vocational programs may be needed in a given geographical area; and what vocational programs may no longer be needed in a given geographical area.

The vocational education's evaluation process may be represented in the evaluation model on the following page proposed by Tenbrink.[1]

The evaluation process begins with a question which calls for a judgment to be formed or a decision to be made. By describing the judgments and decisions you plan on making (step 1), you can more easily determine the kind of information you will need in order to make those judgments and decisions (step 2). Given a good description of the judgments and decisions to be made and the information needed, you can then make preparations for obtaining that information. There are three steps to take when making these preparations. The first involves locating any information that may already be available (step 3). Next, you must decide when and how the information still needed is to be obtained (step 4). Finally, any particular information gathering instruments which will be needed must be constructed or selected (step 5).

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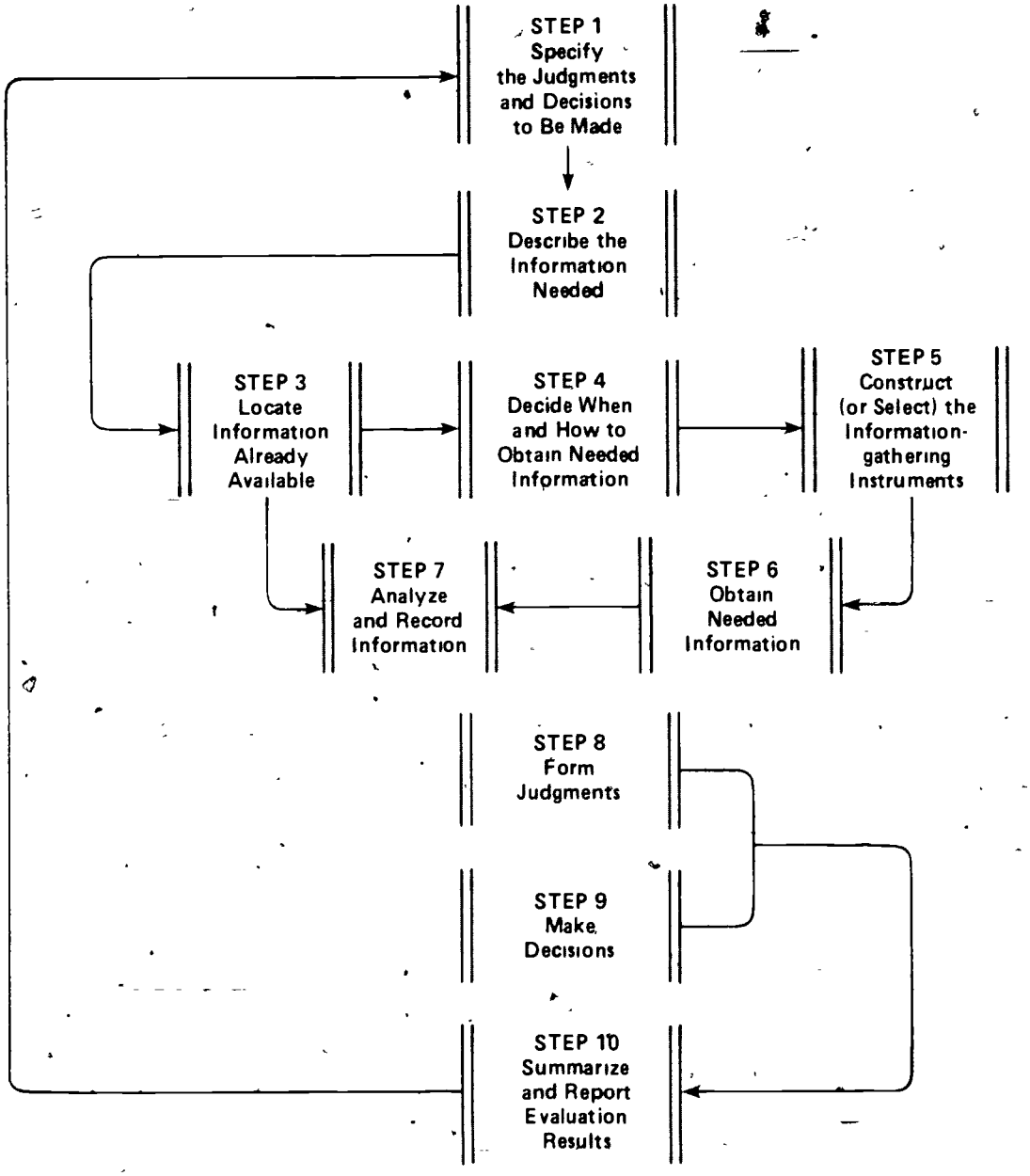
*Virginia Lamb is director of Vocational Education for the Oklahoma City Public Schools.

[1]Terry Tenbrink, *Evaluation: A Practical Guide for Teachers*, New York: McGraw-Hill Publishing Co., 1974, p. 65


STEP 1
Specify the Judgments and Decisions to Be Made
STEP 2
Describe the Information Needed
STEP 3
Locate Information Already Available
STEP 4
Decide When and How to Obtain Needed Information
STEP 5
Construct (or Select) the Information-gathering Instruments
STEP 6
Obtain Needed Information
STEP 7
Analyze and Record Information
STEP 8
Form Judgments
STEP 9
Make Decisions
STEP 10
Summarize and Report Evaluation Results

No matter how well you plan evaluation activities, the information you obtain will be grossly in error unless you carefully use the various information gathering techniques (step 6). Once the information has been obtained, you need to carefully analyze and record it (step 7). The recorded and analyzed information serves as a basis for the formation of judgments (step 8). The judgments you have made from carefully obtained information are used to help you make decisions (step 9). The last step in the evaluation process is to summarize your evaluation results. The summary should serve as a basis for recording decisions for future evaluation of the program.

This paper is concerned primarily with steps 3 through 7; locating information already available, deciding when and how to obtain additional information, obtaining additional information, and analyzing information.

Planning vocational education programs is a difficult yet extremely important task. There is a bewildering array of occupations in the United States economy; more than 13,000 are defined by the *Dictionary of Occupational Titles* published by the U.S. Department of Labor. These thousands of occupations range from simple jobs that can be learned in just a few hours or days to occupations that require several years of specialized preparation.

Presently some state vocational education departments have information systems in operation which include student accounting systems and manpower needs information. In the future all states will have some type of system as Section 161 of the Education Amendments of 1976 state in part:

> (2) By September 30, 1977, each State receiving assistance under this Act and under the Comprehensive Employment and Training Act of 1973 shall establish a State occupational information coordinating committee composed of representatives of the State board, the State employment security agency, the State Manpower Services Council, and the agency administering the vocational rehabilitation program. This committee shall, with funds available to it from the National Coordinating Committee establish pursuant to paragraph (1), implement an occupational information system in the State which will meet the common needs for the planning for, and the operation of, programs of the State board assisted under this Act and of the administering agencies under the Comprehensive Employment and Training Act of 1973.

While these systems will be a primary source of information on manpower needs, there are many sources from which to obtain data. These include the Bureau of Labor Statistics, *Occupational Outlook Handbook*, Bureau of the Census, state employment service, trade associations, labor unions, professional societies, and other local agencies.

Manpower needs projections and training data are key elements in vocational planning of training programs. In using manpower needs projections for planning, many questions arise. One which is frequently asked is how accurately these projections anticipate future trends. Many unforeseen changes may occur as individuals adapt to occupations for which they have not been trained when supply-demand conditions indicate such action, and employers adapt their capital and manpower utilization patterns to avoid problems that stem from shortages of skilled labor.

The ability of workers and employers to adapt to changing patterns of occuaptional manpower requirements is, however, not sufficient reason to ignore the importance of manpower information for planning. The market for workers does not work perfectly, despite many adjustments to changing requirements. During past periods, health officials have complained of shortages of health aides, licensed practical nurses, registered nurses as well as physicians; consumers have called for more and better trained automobile mechanics and repairmen while at times there are more than sufficient numbers available.

Because of the variety of assumptions and judgments that underlie virtually all occupational projections, it is not possible to have assurance that a particular set of projections will turn out to be an accurate prediction of the future. One cannot predict, for example, the actual effect that the fuel shortages will have on long-term manpower needs for specific occupations.

Estimates of future manpower requirements constitute only part of the data needed to evaluate adequacy of vocational training programs. Information also is needed on training. By comparing the approximate number of newly trained workers needed annually and the present output of the various training programs, training efforts can be appraised and expanded or contracted.

Information concerning student interests can be obtained in several ways, such as personal interviews and student check sheets. Student follow-up studies, if properly administered and done periodically, can furnish information on job placement of students after completing a vocational course, as well as other types of information important to vocational administrators.

Another source of information which should be considered vital to vocational administrators is the employer. While data from this source may be more difficult to obtain, it is still of paramount importance. Some methods which may be employed to gather this data are advisory committees, other groups such as chambers of commerce, personal interviews or contacts, and survey forms. Desired information would include the areas of student skill competence, attitude toward work, and other areas of possible concern.

Another basic issue concerns the geography of employment opportunities for which students should be prepared. If many graduates leave the area, they need training for jobs to be found beyond the community. If they tend to remain in their home locale, then job opportunities in the area should guide their education. Hence, studies of students' mobility must shape the answer on the geographic coverage of the information on job opportunities. But providing skill training peculiar to local needs can itself inhibit mobility.

Mobility is also an issue in deciding how much emphasis should be put on current vs. future job opportunities. Leaving aside questions of the obsolescence of facilities and equipment, the crucial element in this decision is that the new graduate must face today's conditions, not those which may exist in ten years. But the graduate can be given some protection against occupational changes. Both declining opportunities and growing opportunities can be identified and training can be given for clusters of similar occupations. Reasonably accurate projections of employment opportunities can be obtained from the *Occupational Outlook Handbook,* from information provided by the local employment securities commission, and from a mail survey of local business and industry. Such a survey could be planned and conducted by local school staff, guidance and counseling personnel, or research departments, as long as they emphasize specific occupations rather than such broad categories as "health occupations."

A final measure of performance in any vocational program evaluation is the follow-up study to determine whether the graduate acquired skills and levels of proficiency appropriate to the job for which training was received. That is, was the student adequately trained in an occupational area, was the student employed in this occupational area, and did the student adequately benefit from vocational education?

EVALUATING VOCATIONAL EDUCATION PROGRAMS ON THE BASIS OF JOB PLACEMENT AND LABOR MARKET SUPPLY AND DEMAND

by Floyd L. McKinney*

In this very brief presentation I am proposing to:

1. Express some of my concerns regarding the limitations directly and indirectly implied in the title provided for this presentation;
2. Define evaluation, placement, labor supply, and labor demand,
3. Propose a brief rationale concerning the need for evaluation;
4. Consider who should evaluate;
5. Consider when evaluation should occur;
6. Consider what we should evaluate; and
7. Propose a systematic and comprehensive system for program evaluation.

Concerns

The title assigned for the presentation somewhat implies that programs of vocational education should be evaluated solely on the basis of job placement and labor market supply and demand. Certainly job placement and labor market supply and demand are important, but a total reliance on this information does not accurately reflect what a vocational education program is or what it should be.

Critical to understanding the implied dangers of the title of this presentation is our definition of vocational education. Does it include exploration, avocational skill acquisition, or is it limited to the acquisition of those characteristics essential for job placement? Are we concerned only with job placement? Do we consider our programs a failure if students continue in advanced education in their field of specialization?

If we evaluate a program solely on the basis of job placement, are we ignoring some potentially significant information in the evaluation process? In the recent past, vocational education has enjoyed increasing popularity. Many local education agencies have been unable to provide vocational

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*Floyd L. McKinney is coordinator and associate professor of Vocational Education Programs, College of Education, Texas A & M University.

education for all learners who desire and could profit from such training. In these situations we tend to become more selective in student admission. Under these circumstances it is only reasonable to conclude that placement rates would be excellent, therefore the school's evaluation would appear to be excellent. In these instances we must probe deeper or we will present the public and ourselves with many falsehoods.

Some of the questions we should be asking concerning job placement acquire additional significance when one reviews the apparent emphasis job placement receives in the recent federal legislation for vocational education and for other manpower development programs. Job placement is very important, but we must realize that it constitutes only a part of a systematic and comprehensive program evaluation effort.

Traditionally when we have thought of manpower supply we have thought only of the number of individuals available for placement in the labor market. In many conceptualizations, manpower supply does not include information about the characteristics of individuals. Can we do an effective program evaluation without information about the individuals in the program?

Definitions

Guba and Stufflebeam define evaluation as ". . the process of obtaining and providing useful information for making educational decisions." Many others have defined evaluation as comparing results with a standard (hopefully specified in the objective) If evaluation is to represent a significant aspect of the vocational education effort, one has to provide attention to the key elements underlined in Guba and Stufflebeam's definition

What is placement? Placement is a service which assists individuals in relating their personal qualities, education, and experience to career requirements. The placement function assists individuals in their search for employment or continuing education

Manpower supply information means many things, usually different, to educators Through manpower supply information we should be able to learn of the anticipated numbers of trained manpower to be available at specified periods of time For an effective program evaluation we also need information concerning follow-up, current enrollments, projected enrollments, terminations, employer perceptions of the performance of former students, and certain characteristics (aptitude, attitude, etc.) of the students Is all of this included in manpower supply? If not, it must be a vital part of the information collection system for the evaluation effort.

Manpower demand concerns information relating to jobs To be most meaningful for evaluation it should include information about current openings, expansion needs, and replacement needs. Certainly the characteristics of the job and hiring specifications would be helpful.

Why Evaluate?

The fundamental reason for evaluating any educational program is for program improvement. Several reasons for evaluating could be listed. Among the more important of these reasons is our obligation to our students. As the consumers of our educational process, we need to assure that all learners are provided the very best educational process possible

The public has a right to know whether or not its huge expenditure of tax dollars is resulting in an effective and efficient educational program.

Without evaluation findings we will continue to operate educational programs on hunches, tradition, authority, and personal experience. Through the evaluation effort we should be able to confirm or deny beliefs that programs, services, and activities with certain characteristics will yield certain outcomes.

It is important to realize that the basic reason for program evaluation is not for accreditation, for compliance with state-federal plans, nor to compare one program with another program. The fundamental reason for evaluating any educational program is for program improvement.

When Should Evaluation Occur?

To be most effective evaluation must be done continuously. Evaluation must not be thought of as a one-shot or periodical effort. The need for programs and the outcomes from programs are not static. A continuous, comprehensive, and systematic evaluation effort will provide relevant information for decision-makers.

Who Should Evaluate?

We need to recognize that our programs of vocational education are being evaluated every day by the people they are serving. These evaluations are made by parents, students, educators, taxpayers, and other people affected by the vocational education program. These evaluations may be accurate or inaccurate, depending in part upon the amount and source of information.

The evaluation effort should be made by those affected and by those involved with the vocational education program. This includes, teachers, administrators, supervisors, counselors, students, parents, alumni, and employers.

Many evaluations are conducted by a third party. Typical of these evaluations is a team of "experts" who visit the educational agency, observe the program, talk with students and teachers, and report their findings to the governing board and professional personnel. Such evaluations have several shortcomings.

Many such teams assess the ways and means an institution employs in obtaining objectives rather than outcomes. They tend to be concerned with the quality and quantity of equipment available and the processes used rather than the quality of the product produced. It seems to me that informed members of local communities have a more thorough understanding of community needs than strangers passing through.

A System for Evaluating Programs of Vocational Education

There are several systems or models for evaluating programs. Many systems are more complex in design and intent than the system proposed in this paper. In choosing an evaluation system one should be rather certain that the individuals who will be using the system are capable of handling the complexities of the system. Certainly the evaluation system chosen should be appropriate for the situation to be evaluated.

The proposed system for evluating programs of vocational education is revealed in Figure 1.

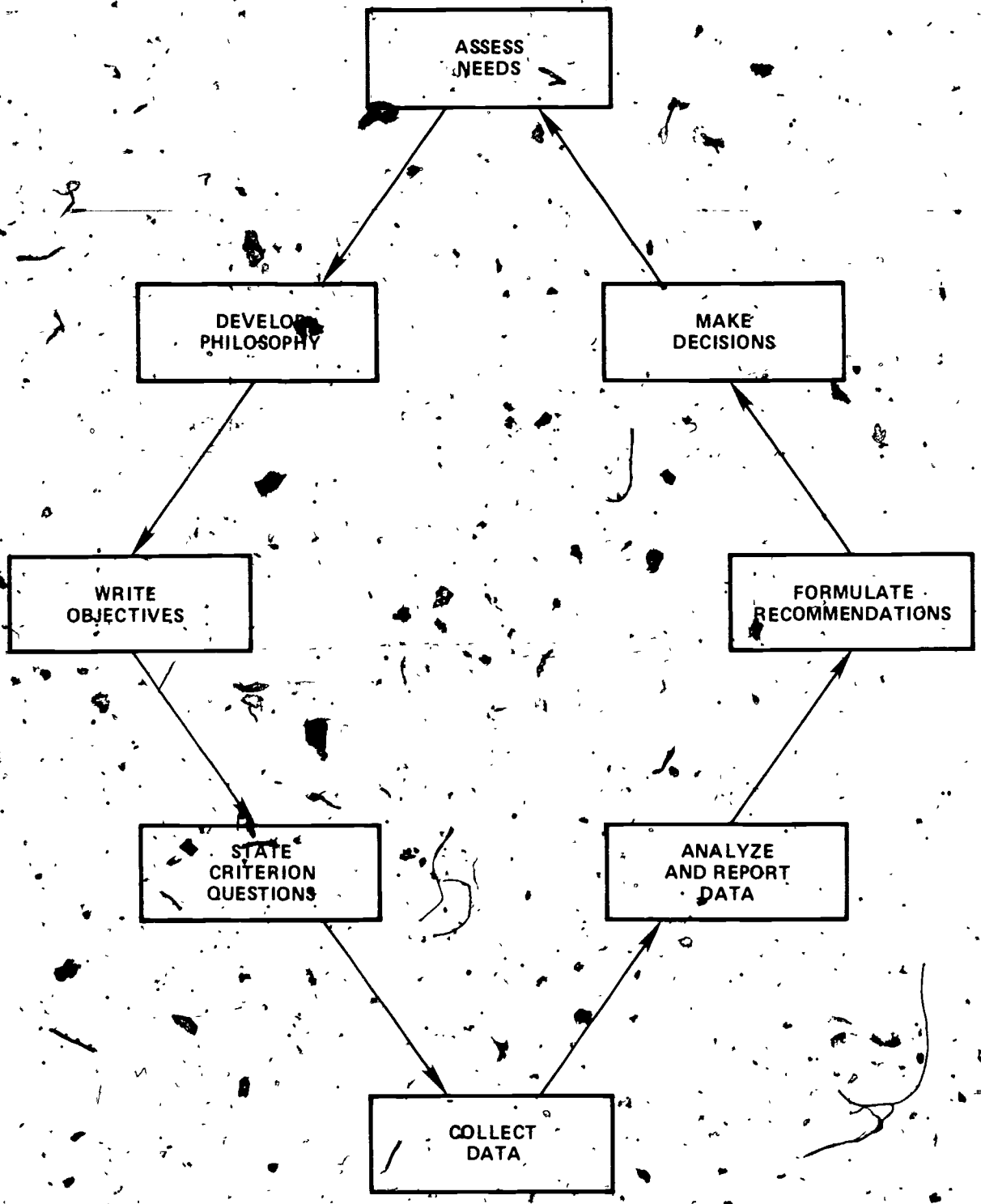

FIGURE 1.

PROGRAM EVALUATION SYSTEM

Assess Needs. Needs assessment relates to determining the difference between the current situation and what the situation should be. Job placement information, labor market supply information, and labor market demand information are important data sources in performing needs assessments.

Develop Philosophy. What do we believe about education? What do we believe about vocational education?

Write Objectives. The program objectives should be specific, measurable statements of the anticipated outcomes. Program objectives should certainly reflect the labor market supply and demand situations.

State Criterion Questions. What are the measures by which strengths and weaknesses will be determined?

Collect Data. What should be included? Does one need student demographic information, teacher data, former student follow-up data, information from employers concerning former student performance, school demographic data, information about parent attitudes, manpower demand information, placement information, cost analysis information, etc.? The kind of information one needs to collect is directly related to the information needed to determine whether or not the program objectives have been met

Analyze Data This phase of the evaluation system will vary from the most simple approach to the most complex use of computers in analyzing statistical data. We need to be certain that the analysis is appropriate to the data collected.

Formulate Recommendations. In this phase the evaluators should set forth those recommendations suggested by the data.

Make Decisions. Probably not all recommendations will be adopted. We must remember that decision-making is influenced by the political dimension. Attention should be given to successful change strategies.

Points of Emphasis

Emphasis should be placed on local involvement. Importance is placed on evaluation by local citizens, students, former students, and local educators. The focus should be on the involvement of local people because they are the ones affected by the program and because they are the ones responsible for implementing program changes.

The second point of emphasis is the importance of local program objectives. Emphasis should be on the extent to which vocational education program objectives in the local schools are being attained. Programs should not be evaluated on the basis of someone else's objectives.

The third point of emphasis is concentration on product oriented evaluation. The emphasis on product oriented evaluation stresses effectiveness rather than standards of excellence. Certainly, the ways and means used by an educational agency to attain its objectives should be evaluated. However, the emphasis should be on the former students' attainment of the behavior specified in the program objectives.

Conclusion

Job placement and labor market supply and demand are critical information sources for program evaluation. As vocational educators we need to remember that there are other very important data sources to consider in program evaluation.

As vocational educators we are called on with increasing frequency to make decisions that will result in sudden, swift, and sometimes cataclysmic changes for our programs. The day is past when any vocational educator can effectively and efficiently operate by hunch, tradition, and intuition.

Victor Hugo noted that an idea whose time has come is not to be resisted. Is program evaluation for vocational education an idea not to be resisted? As leaders in vocational education we had better answer that question positively before someone else answers it for us.

EVALUATING VOCATIONAL EDUCATION PROGRAMS ON THE BASIS OF JOB PLACEMENT AND LABOR MARKET SUPPLY AND DEMAND

by John Van Zant*

Background

Starting in 1917, the purpose for offering vocational education to students was to prepare them for jobs in order to meet the needs of the economy. When vocational education was first offered, it was during a period of thriving industrialism when the needs of the worker were secondary to the needs of the economy. Due to these prevailing conditions, the vocational education administrator considered only the relative short-term goal of meeting a rapidly changing demand of the labor market. During that period, vocational education administrators did not give much priority to measuring gradual trends in the labor market or determining human needs.

The objective of preparing people for work is still a major one for vocational education; however, a second objective emerged in the 1960's. A major new thrust for vocational education, defined in the Vocational Education Act of 1963, was to increase the employment options available to each program participant. The leaders of vocational education became concerned with developing flexible occupational training programs and developing a means to increase students' occupational decision-making skills. The purpose of this thrust was to expand students' options so that they may choose from several occupations after completing an instructional program. This objective, i.e., training people for occupational versatility, is not an easy one to achieve. This thrust has created a dichotomy between the training of people for specialized technical skills and simultaneously preparing them for a broader range of job opportunities. The solution for resolving this dichotomy has not been successfully put into practice.

Apparently, the substantial efforts which are being expended to develop a means to keep the vocational education delivery system up-to-date and responsive to the changing needs of students and to the economy have not been enough. The Congress of the United States, in passing the Vocational Education Amendments Act of 1976, established a new thrust—one of accountability. This legislation specifies numerous evaluations which are to be conducted by multiple agencies. Looking forward to the release of implementing guidelines for this legislation by the U.S. Office of Education, perhaps the word "exciting" best characterizes vocational education these days. Legislators, lay citizens, and some vocational educators are beginning to believe that the conscientious application of evaluative procedures will actually enhance the quality of vocational education.

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*John Van Zant is director of the California Manpower Management Information System, Ventura, California.

Evaluation

One definition for program evaluation is the process for determining the degree to which the program is accomplishing its stated objectives. This definition implies that for each instructional program an educational entity operates, there are corresponding performance objectives on file. Also, it implies that these objectives are preconceived, i.e., prepared during the planning phase of the program and prior to its operational phase. Evaluation, then, is a formal process for comparing the performance factors of a program with preconceived expectations expressed as performance objectives. Therefore, the evaluative process should be considered as an essential part of the original program planning process. The end product of the evaluative process is to test the appropriateness of the program objectives and to determine at what point the program should be modified, left as is, or terminated.

Since an important output of a vocational instructional program is the ability of its graduates to obtain work and advance in their chosen occupational field, some measure of this output should be included in the evaluation process. Two indicators of the achievement of the instructional program goals are Supply/Demand Ratios and Placement Rates.

Section 106 of the 1976 Vocational Education Act specifies that the state, when considering approval of applications for funds, should give priority to those applicants ". . . which propose programs which are new to the area to be served and which are designed to meet new and emerging manpower needs and job opportunities in the area. . . ." Other sections of the act make reference to a Five Year Plan and One Year Plan and Accountability Report which are based on current and projected manpower supply and demand information. The rationale for this mandate is to avoid potential imbalances between the supply of and the demand for workers with specific skills. At the operational level, this means that the local program administrator must monitor this relationship at regular intervals. Monitoring supply/demand relationships requires adequate information about the numbers of workers required (demand) and the number of people available (supply) for specific occupations. This may be a new concept for some vocational administrators because, historically, they have expended much more of the efforts on estimating and analyzing occupational demand data while giving only cursory attention to collecting and analyzing supply data. Also, vocational administrators rarely make decisions about whether or not to drop a specific training program. Consequently, the knowledge of the difference between demand and supply is particularly relevant. For this reason, the next several paragraphs describe the relationships between occupational demand and supply.

Occupational Supply and Demand

Occupational demand may be defined as an estimate of the number of job opportunities which exist or will occur within a specific occupation over a given period of time. It is comprised of three major components: (1) current job opportunities, (2) expansion demand, and (3) replacement demand. Current job opportunities are the number of job opportunities which exist in a given geographical area. Expansion demand is the expected increase in the total number of positions available over a specified time and within a specific occupation due to industry growth or other change factors. Replacement demand is that portion commonly referred to as "job turnover" and defined as the number of positions within a specific occupation resulting from workers leaving the labor force or the occupation either permanently or for an extended period of time. The other factors of job turnover, such as job vacancies resulting from one person leaving one firm and obtaining employment in another firm in the same occupation, are not included as actual components of occupational demand. This type of job movement does not create actual new positions.

The Department of Labor, Bureau of Labor Statistics defines occupational supply in terms of the number of individuals working or seeking work in a specific occupation at a given time. Notice that this definition includes both the employed and the unemployed. By including the number of employed persons in the definition, a more complete indication of the actual number of workers available for a specific occupation is provided. However, there are several other dynamic facets of occupational supply that are critical to understanding its total concept; these are current supply, entries, and separations. Current supply includes the number of persons employed in the occupation plus the number of unemployed persons seeking work in the specific occupation at a given time. Entries or potential supply includes those people entering a specific occupation. Separations refers to the job vacancies created when people leave a specific occupation for a long period or permanently.

Occupational supply, although dynamic in nature, can be described in terms of specific occupations, the number of people identified with them, the time of identification, and the geographic location of the work site. If the overall goal for vocational education is to maximize the satisfaction level of its various clients (students and employers) which it is attempting to serve, then the results of program planning and operation should show some correlation between occupational supply and demand.

The mandates given to vocational education administrators in the new act (P.L. 94-482) are: (1) Section 101, Vocational Education ". . . should be realistic in the light of actual or anticipated opportunities for gainful employment;" and (2) Section 112 ". . . the extent to which program completers and leavers . . find employment in occupations related to their training." These mandates mean that the local vocational education administrators must utilize a process for monitoring the supply and demand relationships.

The supply/demand indicators can be defined as the result of a comparison between the expected need for trained individuals (in specific occupations) within a given labor market area and the number of trained individuals available to satisfy this need. The results of this comparison reveals the number of completers which each program can contribute to the total demand within a specific time frame. A consideration of the supply/demand indicator for given geographic areas and specific instructional programs should be an integral part of the ongoing evaluation process.

Placement

Vocational education is unique in that its success is measured in terms of placing students on jobs. This success is highly dependent upon the economy and the desires and actions of the individual student. Therefore, the success of the local districts' vocational program is dependent upon how well the potential for job entries has been estimated for each given program and how well the student has been prepared for making the decision about working in the specified occupations.

The student placement rate can be defined as the number of students obtaining jobs as a direct result of successfully completing a vocational instructional program. However, because of certain tempering verbage in the vocational education legislation, the term placement is often expanded to include related "job placement" and "advanced education." Therefore, the evaluation process pertaining to job placement should provide data which identifies:

1. the occupations for which students were trained,
2. related occupations,
3. occupations not related to training, and
4. further training.

Expectations

The labor market demand data is available through the core products agreement between each state employment security department and the Employment and Training Administration of the United States Department of Labor. The methodology and necessary technical assistance is provided by states through the Bureau of Labor Statistics, U.S. Department of Labor. However, it is necessary to correlate this information with supply information as provided through student enrollments presently recorded by the U.S. Office of Education Program Codes and Titles.

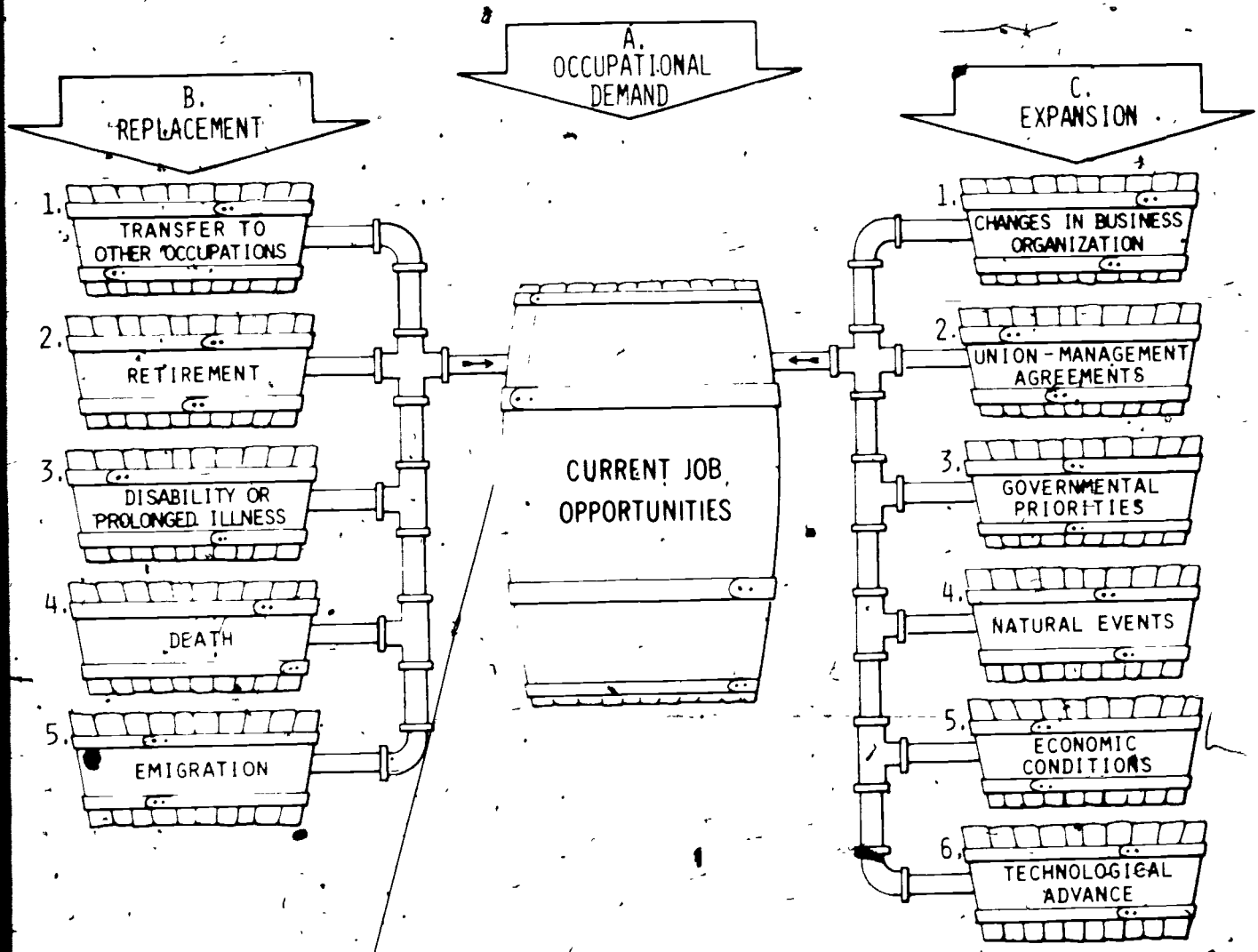
This is a problem, however, in that student enrollments reflect only part of the total supply information. In the near future, this serious data limitation should be corrected through the enactment of recent legislation. Section 161 (b) of the 1976 Vocational Education Amendments Act established the formation of the National Occupational Information Coordinating Council and State Occupational Information Coordinating Councils. The National Council is to develop an occupational information system to meet the common occupational information needs of vocational education programs at the national, state, and local levels. This system shall include data on occupational demand and supply based on uniform definitions, standardized estimating procedures, and standardized occupational classifications.

As more and refined occupational supply/demand data becomes available to the vocational education administrator, it will also become important for it to be put to use in the planning and evaluation functions. Techniques for using supply/demand data in conjunction with placement data also need to be prefected

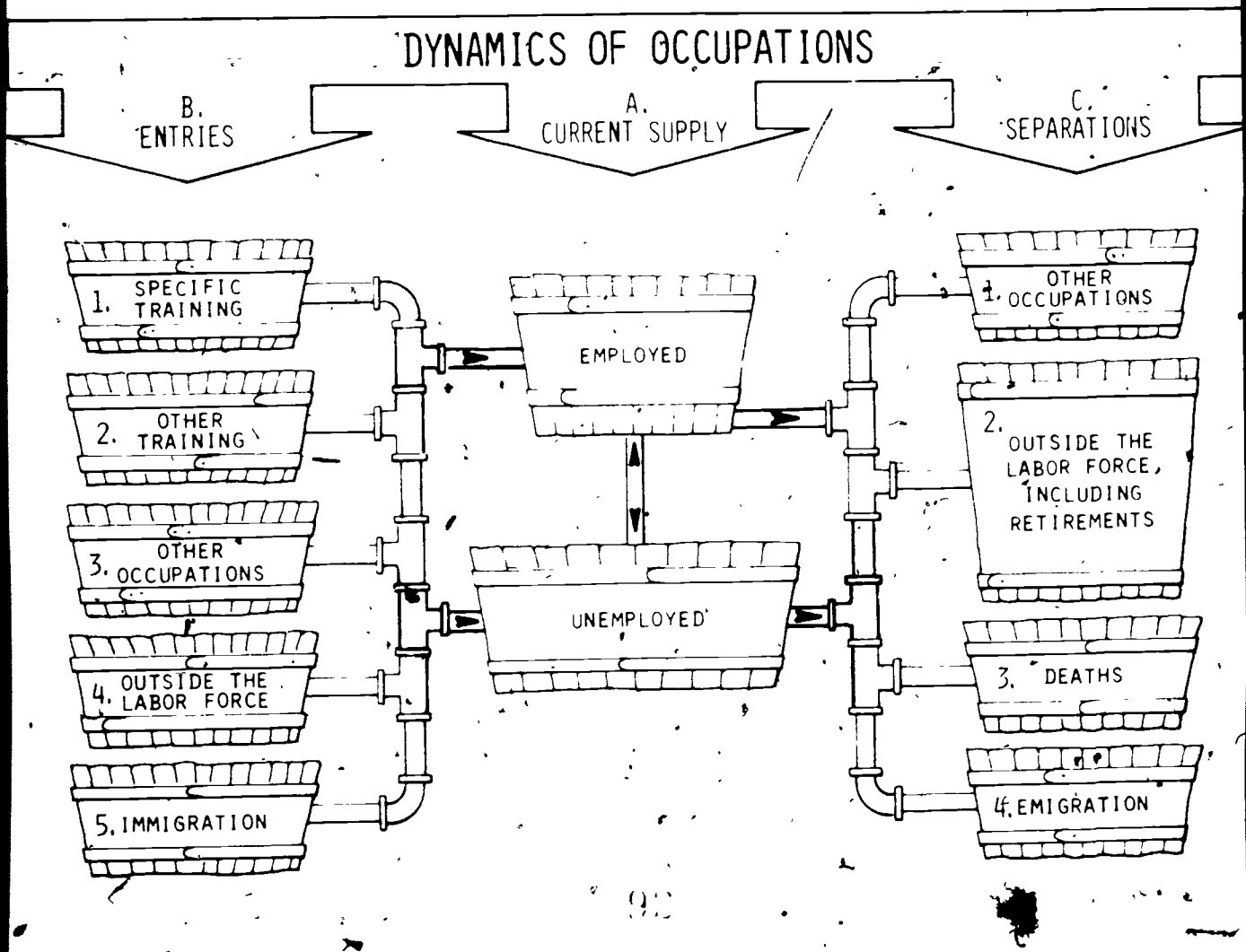
It is clear that the general public, state legislators, and the Congress are demanding accountability for their vocational education programs It is up to the vocational education administrators to provide the necessary evaluation data, the justifications for needed change, and evidence that change has occurred when required

Addendum

FACTORS WHICH AFFECT OCCUPATIONAL DEMAND



FLOW OF WORKERS INTO & OUT OF AN OCCUPATION



CALIFORNIA MANPOWER 1975-1980

TABLE - 3 DETAILED OCCUPATIONAL EMPLOYMENT, CURRENT AND ANTICIPATED BY INDUSTRY DIVISION FOR THE STATE OF CALIFORNIA

LINE NUMBER	OCCUPATIONAL CATEGORY	TOTAL ALL INDUSTRIES		AGRICULTURE, FORESTRY, FISHERIES		MINING		CONSTRUCTION		MANUFACTURING	
		1975	1980	1975	1980	1975	1980	1975	1980	1975	1980
386	TRANSPORT EQUIPMENT OPERATIVES	269349	315334	6128	6984	2793	2946	9809	9477	56292	60331
387	BOATMEN AND CANALMEN	343	365	61	63	5	5	7	8	22	27
388	BUS DRIVERS	21933	26161	0	0	0	0	0	0	45	56
389	CONDUCTORS, MOTORMEN, URBAN RAIL	392	457	0	0	0	0	0	0	9	9
390	DELIVERY AND ROUTEMEN	83764	92205	2247	3091	237	269	803	896	17751	18851
391	FORK LIFT, TOW MOTOR OPR	28026	30894	379	430	135	140	427	489	17633	19273

TRANSPORTATION, COMMUNICATIONS, AND UTILITIES		TRADE		FINANCE INSURANCE AND REAL ESTATE		SERVICES		PUBLIC ADMINISTRATION		OCCUPATIONAL CATEGORY
1975	1980	1975	1980	1975	1980	1975	1980	1975	1980	
106992	119635	76306	82784	877	959	23820	24692	6339	7526	TRANSPORT EQUIPMENT OPERATIVES
125	115	0	0	0	0	89	108	34	38	BOATMEN AND CANALMEN
20583	24777	39	40	89	111	844	908	233	268	BUS DRIVERS
345	399	0	0	0	0	39	49	0	0	CONDUCTORS, MOTORMEN, URBAN RAIL
7545	8831	46317	51207	249	288	8615	8873	0	0	DELIVERY AND ROUTEMEN
2078	2186	5754	6339	0	0	557	654	1265	1383	FORK LIFT, TOW MOTOR OPR

CALIFORNIA MANPOWER 1975-1980

TABLE 4 - JOB OPPORTUNITIES FROM INDUSTRIAL CHANGE AND REPLACEMENT NEEDS - STATE OF CALIFORNIA

LINE NUMBER	OCCUPATIONAL CATEGORY	NET DEMAND FROM INDUSTRY CHANGE	JOB OPPORTUNITIES, 1975 TO 1980: REPLACEMENT NEEDS DUE TO LABOR FORCE SEPARATIONS	TOTAL JOB OPPORTUNITIES FROM THESE SOURCES	AVERAGE ANNUAL JOB OPPORTUNITIES	JOB OPPORTUNITY RATIO *
360	CLOTHING WORKERS AND PRESSERS	-799	3305	2506	501	5.49
361	CUTTING OPERATIVES, NEC	1644	1805	3449	690	6.95
362	DRESSMAKER, SEAMSTRESS, EXC FACT	1847	4380	5427	1085	8.52
363	DRILLERS, EARTH	145	325	470	94	5.11
364	DRY WALL INSTALLERS, LATHERS	1383	356	1739	348	4.13
365	DYERS	78	78	156	31	4.269
366	FILER, POLISHER, SANDER, BUFFER	608	1101	1709	342	3.87
367	GARAGE WORKERS, GAS STAT ATTEN	5344	2418	7764	1553	3.24
368	LAUNDRY, DRY CLEAN OP, NEC	-20	3546	3526	705	4.30
369	MEAT CUTTERS, BUTCHERS, EXC MFG	1033	2506	3539	708	2.92
370	MEAT CUTTERS, BUTCHERS	-171	1041	870	174	2.37
371	MILLINERS	-4	51	47	9	7.01
372	MINE OPERATIVES, NEC	-276	523	247	45	0.74
373	MIXING OPERATIVES	473	459	932	186	3.06
374	OILERS, GREASERS, EXC AUTO	39	369	408	82	2.60
375	PAINTERS, MFG ARTICLES	767	1132	1899	380	3.11
376	PHOTOGRAPHIC PROCESS WORKERS	1437	2507	3944	789	6.08
377	RIVETERS AND FASTENERS	131	226	357	71	4.19
378	SAILORS AND DECKHANDS	-146	292	146	29	0.97
379	SAWYERS	971	979	1950	390	4.14
380	SEWERS AND STITCHERS	6040	18644	24684	4937	7.61
381	SHOEMAKING MACHINE OPR	-188	129	21	4	0.64
382	STATIONARY FIREMEN	160	706	866	173	3.15
383	WINDING OPERATIVES, NEC	878	832	1710	342	7.99
384	MISC MACH OPERATIVES	8434	10671	19105	3821	4.15
385	OPERATIVES, NEC	3487	7704	11191	2238	3.72
386	TRANSPORT EQUIPMENT OPERATIVES	25984	22677	48661	9692	3.35
387	BOATMEN AND CANALMEN	22	27	49	10	2.86
388	BUS DRIVERS	4328	2922	7250	1450	6.64
389	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
390	DELIVERY AND ROUTEMEN	8441	6093	14534	2907	3.87
391	FORK LIFT, TOW MOTOR OPR	2849	1721	4570	914	3.26
392	MOTORMEN, MINE, FACT, LOGGING	16	13	29	6	4.68
393	PARKING ATTENDANTS	602	838	1440	288	4.82
394	RAILROAD BRAKEMEN	35	202	237	47	2.13
395	RAILROAD SWITCHMEN	83	398	481	96	2.32
396	TAXICAB DRIVERS, CHAUFFEURS	1121	1375	2496	499	4.88
397	TRUCK DRIVERS	8402	8869	17271	3454	2.61
398	SERVICE WORKERS	119950	271372	391322	78264	6.79
399	CLEANING SERVICE WRKRS	28747	45707	74454	14891	6.69
400	CHAMBERMAID, MAID, EXC PRIV	3889	7739	11628	2326	9.79
401	CLEANERS AND CHARWOMEN	2994	7970	10964	2193	6.65
402	JANITORS AND SEXTONS	21864	29998	51862	10372	6.01
403	FOOD SERVICE WRKRS	33019	85377	118396	23679	5.94
404	BARTENDERS	2725	4224	6949	1390	4.55
405	BUSBOYS	1077	1067	2144	429	1.95
406	COOKS, EXC PRIVATE	9652	19845	29497	5899	5.35
407	DISHWASHERS	2470	2585	5055	1011	4.05
408	FOOD COUNTER, FOUNTAIN WORKERS	-54	5140	5086	1017	5.09
409	WAITERS	13876	43763	57639	11528	7.55
410	FOOD WORKERS, NEC, EXC PRIVATE	3273	8753	12026	2405	6.31
411	HEALTH SERVICE WRKRS	26477	98222	76699	15340	9.83
412	DENTAL ASSISTANTS	3776	9537	13313	2663	12.58
413	HEALTH AIDES, EXCEPT NURSING	5549	6739	12288	2458	11.09
414	HEALTH TRAINEES	-196	271	75	15	2.19
416	NURSES AIDES, ORDERLIES	11312	24092	35204	7041	8.49
417	PRACTICAL NURSES	6236	9583	15819	3164	10.31
418	PERSONAL SERVICE WRKRS	15421	41668	57089	11418	8.07
419	AIRLINE STEWARDESSES	2095	4323	6418	1284	14.97
420	ATTEN, RECREATION, AMUSEMENT	1501	1941	3442	688	5.58
421	ATTEN, PERSONAL SERVICE, NEC	289	1861	2070	414	6.17
422	BAGGAGE PORTERS AND BELLHOPS	-179	273	94	19	0.79
423	BARBERS	76	1553	1629	326	3.22
424	BOARDING, LODGING HOUSEKEEPERS	-361	436	75	15	1.14
425	BOOTBLACKS	-42	88	46	8	2.67
426	CHILD CARE WORKERS, EXC PRIVATE	2763	6834	9547	1919	9.72
427	ELEVATOR OPERATORS	-172	395	223	45	3.36
428	HAIRDRESSERS, COSMETOLOGISTS	5708	17035	22703	4549	9.39
429	HOUSEKEEPERS, EXC PRIVATE	2060	3629	5689	1134	8.65
431	SCHOOL MONITORS	1160	2137	3297	659	5.65
432	USHERS, RECREATION, AMUSEMENT	28	605	633	127	4.74
433	WELFARE SERVICE AIDES	995	966	1161	232	9.66
434	PROTECTIVE SERVICE WRKRS	19823	15216	35039	7008	5.09
435	CROSSING GUARD, BRIDGETENDERS	-293	1498	1791	358	10.97
436	FIREMEN, FIRE PROTECTION	5811	1553	7164	1433	4.57
437	GUARDS AND WATCHMEN	4914	8817	13731	2746	6.82
438	MARSHALS AND CONSTABLES	167	241	408	82	5.46
439	POLICEMEN AND DETECTIVES	7444	2739	10183	2037	3.98
440	SHERIFFS AND BAILIFFS	1994	468	1862	372	4.16
441	PRIVATE HOUSEHOLD WRKRS	-3537	33182	29645	5929	6.57
442	CHILD CARE WORKERS	-873	9807	8834	1767	7.10
443	COOKS, PRIVATE	-93	1185	1052	210	7.43
444	HOUSEKEEPERS, PRIVATE	-471	5661	5190	1038	6.59
445	HAIRDRESSES, PRIVATE	-92	300	208	42	4.90
446	MAIDS, SERVANTS, PRIVATE	-1948	16309	14361	2872	6.24
447	LABORERS, EXCEPT FARM	30754	34691	65445	13089	4.00

* ONE HUNDRED TIMES THE RATIO OF THE AVERAGE ANNUAL JOB OPPORTUNITIES TO 1975 EMPLOYMENT LEVEL

PROGRAM/COURSE INVENTORY

PROGRAM INFORMATION

A COS ____ B USOE ____

D CID ____ E DISTRICT ____

F SCHOOL/COLLEGE ____

H USOE PROGRAM TITLE ____

I MIN COMPLETION REQ'MTS ____ J MEETS STATE PLAN ☐

K RAVEC CODE ____ L NEW ☐ CONTINUING ☐ PROPOSED ☐

M LOCAL LOCATOR CODE (OPT) ____

N FOR DATA PROCESSING USE ONLY (OPT) ____

C DELIVERER OF SERVICES
- ☐ A SECONDARY SCHOOL
- ☐ B COMMUNITY COLLEGE
- ☐ C ADULT SCHOOL
- ☐ D ROP/ROC
- ☐ E PRIVATE
- ☐ F CETA

G PROGRAMS/STUDENT GOALS
- ☐ A AA/AS DEGREE
- ☐ B INITIAL OCCUPATION
- ☐ C SKILL UPGRADING
- ☐ D COLLEGE TRANSFER
- ☐ E COLLEGE GENERAL ED
- ☐ F CERTIFICATES
- ☐ G HIGH SCHOOL DIPLOMA
- ☐ H ELEMENTARY DIPLOMA
- ☑ I LICENSE PREPARATION
- ☐ J PERSONAL DEVELOPMENT
- ☐ K CAREER EXPLORATION

COURSE INFORMATION

* TITLE/S LIMITED TO 18 CHARACTERS/SPACES

1	2	3	4	5	6*	7	8	9	10	11	12	13	14	15	16

COLUMN LEGEND

1 LINE NO

2 CCC—CALIF COURSE CODES

3 CID—CLASSIFICATION OF INSTRUCTIONAL DISCIPLINES

4 DCN—DIST COURSE NO

5 S—MEETS STATE PLAN

6 IDENT & TITLE

7 OCCUPATIONAL OBJECTIVES
- A APPRENTICESHIP
- B ADVANCED OCCUPATIONAL
- C INTERMEDIATE OCCUPATIONAL
- D BEGINNING OCCUPATIONAL
- E NON-OCCUPATIONAL

8 ADULT OBJECTIVES
- A BASIC EDUCATION
- B HIGH SCH DIPLOMA
- C VOCATIONAL OCCUPATIONAL TRAINING
- D CONTINUING ED PERSONAL COMPETENCY SKILLS
- E CONTINUING ED AVOCATIONAL
- F CONTINUING ED OTHER

9 X HANDICAPPED/OLDER ADULTS
- H HANDICAPPED ADULTS
- S OLDER ADULTS

10 COMMUNITY COLLEGE COURSES
- A CREDIT—GRADED
- B NONCREDIT—NONGRADED
- C CREDIT—OTHER
- D NONCREDIT—OTHER

11 HOURS

12 CREDITS/UNITS REQ

13 UTILIZATION
- A REQUIRED
- B REQUIRED OPTIONAL
- C RECOMMENDED

14 FREQUENCY
- 1 FALL
- 2 SPRING
- 3 FALL & SPRING
- 4 SUMMER
- 5 FALL & SUMMER
- 6 SPRING & SUMMER
- 7 FALL, SPRING & SUMMER
- 8 FLEXIBLE
- A WINTER
- B FALL & WINTER
- C WINTER & SPRING
- D FALL, WINTER & SPRING
- E WINTER & SUMMER
- F FALL, WINTER, SUMMER
- H WINTER, SPRING & SUMMER
- J FALL, WINTER, SPRING, SUMMER

15 DESCRIPTION
- A LECTURE
- B LAB
- C LECTURE-LAB
- D COOR INST SYS
- E INDEPENDENT STUDY
- F COMMUNITY CLASSRM
- H COOPERATIVE VOC ED
- J FORUM SERIES
- K LECTURE SERIES

16
- 1 AM
- 2 PM
- 3 AM/PM (ALL DAY)
- 4 EVENING
- 5 AM/EVENING
- 6 PM/EVENING
- 7 AM/PM/EVENING
- 8 FLEXIBLE

DATE ____

PG ____ OF ____

REV 1 1-77

OCCUPATIONAL INFORMATION

A CDS

B USOE CODE

C DELIVERER OF SERVICES
- ☐ A SECONDARY SCHOOL
- ☐ B COMMUNITY COLLEGE
- ☐ C ADULT SCHOOL
- ☐ D ROP/ROC
- ☐ E PRIVATE
- ☐ F CETA

17	18	19	20
DOT CODE/S	OCCUPATIONAL PROGRAM OUTCOME OCCUPATIONAL TITLE/S	GED TRML	SVP

VOCATIONAL EDUCATION PROGRAM MONITORING MATRIX

A	USOE Code	Program Title													G
	Critical Factor Column Numbers	1c	2c	3c	4c	5c	6c	7c	8c	9c	10c	11c	12c	13c	14c	
	Critical Factor Weighted Values	2.4	2.1	2.8	2.7	2.5	2.8	2.5	2.3	2.2	2.1	2.4	2.3	2.2	2.4	
B	Expected Prog Operation Period (Y S Q M W D H)	Length of Minimum Program Operation	Training Cycles	Enrollments	Completions	Non-Completions	Placements	Demand/Supply	Handicapped	Disadvantaged	Ltd. Eng. Spkng.	Average Cost per Enrollment	Average Cost per Completion	Average Cost per Placement	Benefit/Cost Ratio	PERFORMANCE INDICATOR
C	Expected Completion Date / /															
D 1	Dates Monitored / /															
2	/ /															
3	/ /															
4	/ /															
5	/ /															
E	Expected Data															
	% Objectives Achieved	100	100	100	100	100	100	100	100	100	100	100	100	100	100	
	Product	24	21	28	27	25	28	25	22	22	21	24	23	22	24	339
F1	Actual Data															
	% Objectives Achieved															
	Product															
F2	Actual Data															
	% Objectives Achieved															
	Product															
F3	Actual Data															
	% Objectives Achieved															
	Product															
F4	Actual Data															
	% Objectives Achieved															
	Product															

SECTION SIX:

STRATEGIES FOR IMPROVING THE QUALITY OF VOCATIONAL EDUCATION LEADERSHIP IN LARGE CITIES

STRATEGIES FOR IMPROVING THE QUALITY OF VOCATIONAL EDUCATION LEADERSHIP IN LARGE CITIES

by Lyle C. Sorum*

We have assembled at this seminar one of the most powerful and dynamic groups of vocational education administrators in the world. The mission of this group is to develop a program of work that will impact on the total program of vocational education in the large cities in the U.S

If this group can't develop a program of work for the large cities, it's never going to be developed.

Let me share with you what I have heard during the past two days that reinforces the need for us to "get with it" and to write and implement a program of work:

1. Lowell Burkett: "Losing the identification of vocational education as being the major manpower delivery system."
2. Reg Petty: "Time to focus on how to win." "Political clout comes from political involvement."
3. Sam Husk: "Become a strong legislation advocacy group." "Become involved or be replaced by someone else." "Pipeline to Congress, Congress needs to know."
4. Duane Neilson: "Keep the pressure on!"
5. Kay Adams, Stan Cohen, Dan Koble: "Large City Needs Survey." Excellent document for us to use as a springboard to further action.
6. Dr. Proctor: "Take the worst and make them the best! Our cities, our students our delivery systems." "Build a stadium in the swamp."

To me this means that it's time that we make a firm commitment to get the job done. This also means that we must develop a program of work that will impact on securing a commitment from:

1. Boards of Education – Local and State
2. State Legislators

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*Lyle C. Sorum is the assistant superintendent for Vocational and Career Education, Fargo Public Schools, Fargo, North Dakota.

3. Governors

4. State Advisory Committees for Vocational Education

5. Business, Industry – Labor Community

6. U.S.O.E

7. Department of Labor

8. NACVE – National Policy for Vocational Education

9. Members of Congress

10. President Carter

Our program of work should be geared or designed to impact on these target groups. But remember, first we must make a commitment. It can be done! A few years ago a special interest group charted a course of action that resulted in what I refer to as "The Great Native American Vocational Education Funding Caper of 1976." I am referring to the 1 percent set aside in the Vocational Education Act of 1976 for Indian vocational education. They got their message across to Congress by developing strategies and implementing a program or work. It was not done by sending up smoke signals on the Indian reservations throughout the U.S. It was accomplished through a unified effort, commitment, and involvement. I believe that we can learn a lesson from our Indian friends.

It is time for the large city vocational education directors to chart a positive course of action that will impact on meeting the needs in large cities and resulting in the delivery of quality vocational education programs. Now is the time for us to take action and to chart a course that will respond to the needs. The time has arrived for us to become leaders in vocational education. Let's not be content to follow or to have an attitude of complacency.

Our mission this morning is to develop a program of work. We will identify goals and objectives for a long- and short-range program of work for the large city directors. Our tool will be a "Strategy Planning Process."

Before we get into the process, I would like to express my feelings on involving others in our program of work. I would like to recommend that once our program of work is formulated we should share it with

1. Other vocational education directors in the U.S.,

2. Administration Division of the American Vocational Association,

3. The National Council of Local Administrators,

4. State Directors of Vocational Education.

In accomplishing our mission in the development of a program of work we will take the following steps:

Step 1. Identify Goals

a. Review Identified Goals
b. Identify Other Needs
c. Prioritize
   – Short-Range
   – Long-Range

Step 2. Objectives within Goals

a. Objectives for each goal.
   Small Group Think Tank!

Step 3. Steps to be taken to accomplish objectives and to achieve goals:

a. List steps to accomplish each objective. Small Group Think Tank!
b. Establish time table and set target dates.
c. Estimate cost dollar to accomplish goal.
d. Identify other people or organizations to be consulted.

Step 4. Small group reports.

a. Goal
b. Objectives
c. Steps to be taken
d. Target dates
e. Other people and/or organizations

Step 5. Identify person/s to be responsible for the goal.

a. Identify list of persons for each goal.

Step 6. Master plan for program of work to be pieced together by NALCDVE executive committee and The Center for Vocational Education.

Step 7. Implement program of work.

Step 8. Status reports.

a. Person responsible—report monthly to the President of NALCDVE.
b. President of NALCDVE report quarterly to membership.
c. Status update AVA – December.

Together we can make it happen!

(NOTE: At this meeting only the major goals on the following page were finalized. Strategy planning to implement each goal is currently under way and should be completed by December 1977.)

GOALS

1. Develop a communications vehicles for impacting on legislative process. Influence state and federal levels.
2. Develop linkage with organized labor.
3. Develop meaningful curriculum for those served in large cities.
4. Establish alternatives and/or other funding sources
5. Establish an executive secretary position in NALCDVE.
6. Strengthen and maintain relationship with national education associations.
7. Strengthen communications and relationships internal to Large City Directors group.
8. Develop a specific vocational guidance program for vocational education students.
9. Be represented on key manpower organizations.
10. Develop positive image with the executive branch of the United States Government.
11. Input on vocational education planning process at the state level.
12. Develop a working relationship with the USOE in meeting the needs of large cities.
13. Develop a working relationship with key community action groups at national level
14. Achieve recognition among key groups as a major component in manpower delivery systems
15. Develop a working relationship with other professional education organizations (AASA, etc.)
16. Develop a working relationship with CETA prime sponsors, military, etc
17. Include directors from other large urban districts

APPENDIX

Exhibit A: Seminar Planning Committee

Exhibit B: Seminar Agenda

Exhibit C: Program Presenters and Participants

EXHIBIT A

SEMINAR PLANNING COMMITTEE

Planning Committee for the 1977 National Leadership Seminar for Administrators of Vocational Education in Large Cities

Planning Committee Members

Milton Bins, Washington, D.C.
Stanley Cohen, Philadelphia, Pennsylvania
Daniel Fahrlander, Omaha, Nebraska
Don Healas, Cleveland, Ohio
Jerline Kennedy, Dallas, Texas
Daniel E. Koble, Jr., Columbus, Ohio
Virginia Lamb, Oklahoma City, Oklahoma
Billie McLendon, Houston, Texas
Ann Martin, Washington, D.C.
E. C. Miller, Nashville, Tennessee
Reginald Petty, Washington, D.C.
Al Riendeau, Washington, D.C.
Lyle Sorum, Fargo, North Dakota
Homer Towns, Tulsa, Oklahoma
Ben Whitten, Baltimore, Maryland

EXHIBIT B

SEMINAR AGENDA

1977 National Leadership Seminar for
Administrators of Vocational Education in Large Cities

"Developing the Leadership Potential of
Urban Vocational Education Administrators"

(Conference II)

Purpose

Chief administrators of vocational education programs in major cities and their supervisory staffs are in a vital position to shape and affect the quality of instructional programs under their jurisdiction. Their leadership effect is not only centered in the public school but is sought after by manpower related institutions and agencies in the area which they serve. These leaders are a critical link in the manpower delivery chain across the country. The purpose of the seminar is to upgrade the capabilities of administrative and supervisory personnel in large cities in critical areas related to performing their roles.

Major Seminar Objectives

1. To identify procedures that permit improvement of vocational education programs through involving national organizations.
2. To identify strategies for fiscal accountability (i.e., funds spent for allocated purposes).
3. To describe how to facilitate the employability of handicapped persons through regular vocational programs
4. To describe procedures to evaluate vocational education programs on the basis of job placement and labor market supply and demand.
5. To recognize the collective role of large city vocational directors in improving the quality of vocational education (as articulated by developing an annual program of work).

1977 National Leadership Seminar for
Administrators of Vocational Education in Large Cities

"Developing the Leadership Potential of
Urban Vocational Education Administrators"

Ramada Inn Rosslyn
Arlington, Virginia
March 26-29, 1977

Saturday, March 26, 1977

7:00 p.m. – 9:00 p.m.	REGISTRATION AND HOSPITALITY HOUR	Promenade
	Hospitality Hour sponsored by 3-M Company St. Paul, Minnesota Your Host – Fred Pledger, Eastern Area Representative, Visual Products Division	Shenandoah A/B

Sunday, March 27, 1977

7:30 a.m. – 8:15 a.m.	REGISTRATION	Promenade
8:15 a.m.	FIRST GENERAL SESSION	Shenandoah A/B/C
	Presider: Donald V. Healas Director of Technical-Vocational Education Cleveland (Ohio) Public Schools	
	INVOCATION	
	Mark Newton, Graduate Research Associate The Center for Vocational Education	
	WELCOME TO THE NATION'S CAPITAL	
	Ettyce Moore Executive Office of the Mayor City of Washington, D.C.	

David White, Washington, D.C. Public Schools

Steven Gyuro, Assistant to the Director
The Center for Vocational Education
The Ohio State University

8:45 a.m. EDUCATION, EMPLOYMENT, AND THE CHURCH IN URBAN AMERICA

Samuel B. Proctor, Professor of Education
Rutgers University
and Minister, Abyssinia Baptist Church
Harlem, New York

9:45 a.m. – 10:00 a.m. REFRESHMENT BREAK

10:00 a.m. Topic A: ACHIEVING URBAN VOCATIONAL IMPROVEMENT BY INVOLVING NATIONAL ORGANIZATIONS

Rene Martinez, Executive Director
Career Education Advisory Board
Dallas Chamber of Commerce
Dallas, Texas

Calvin Dellefield, President
Community College Centers of the San Francisco
Community College District
San Francisco, California

11:00 a.m. Topic B: STRATEGIES FOR ASSURING THAT FUNDS ALLOTTED TO CITIES FOR VOCATIONAL PROGRAMS WILL BE SPENT FOR THE INTENDED PURPOSES

Sam Husk, Executive Director
Council of the Great City Schools
Washington, D.C.

Lowell Burkett, Executive Director
American Vocational Association
Washington, D.C.

Reginald Petty, Executive Director
National Advisory Council for
Vocational Education
Washington, D.C.

12:00 noon SEMINAR REIMBURSEMENT AND EVALUATION PROCEDURES

Mark Newton, Graduate Research Associate
The Center for Vocational Education
Columbus, Ohio

12:15 p.m. LUNCH

1:30 p.m. WORKSHOP SESSIONS

Topic A: Achieving Urban Vocational Improvement by Involving National Organizations

Group I:	Chairperson – T. Gardner Boyd Recorder – Thomas Manion	Shenandoah A
Group II:	Chairperson – Morton Margules Recorder – Fred Mulcahy	Shenandoah B
Group III:	Chairperson – Maurice Goff Recorder – Raymond Sacks	Shenandoah D-1

Topic B: Strategies for Assuring That Funds Allotted to Cities for Vocational Programs Will be Spent for the Intended Purposes

Group I:	Chairperson – Ronald Detrick Recorder – W. A. McGinnis	Shenandoah D-11
Group II:	Chairperson – Jean Epps Recorder – Richard Froese	Club Room
Group III:	Chairperson – Clifford Moses Recorder – Bryant Lane	Board Room

4:30 p.m. ADJOURN

7:00 p.m. NALCDVE MEETING AND DISCUSSION OF 1976 EDUCATION AMENDMENTS — Rosslyn B

Presider: Benjamin C. Whitten
President, NALCDVE

Richard Carlson
Director, Division of Vocational-Technical Education
USOE

Juliet Lester, Chairperson
Regulation Task Force
USOE

9:00 p.m. ADJOURN

Monday, March 28, 1977

8:30 a.m. SECOND GENERAL SESSION — Rosslyn B

Presider: Jerline Kennedy
Director, Occupational-Technical Programs
Dallas, Texas

USING THE NATIONAL LARGE CITIES STUDY TO IMPROVE VOCATIONAL PROGRAMS IN URBAN AREAS

Kay Adams, Evaluation Specialist
The Center for Vocational Education
Columbus, Ohio

Stanley Cohen, Director
Career Education Planning and Development
Philadelphia, Pennsylvania

Daniel E. Koble, Jr., Personnel Development Specialist
The Center for Vocational Education
Columbus, Ohio

9:30 a.m. Topic C: FACILITATING THE EMPLOYABILITY OF HANDICAPPED PERSONS THROUGH REGULAR VOCATIONAL PROGRAMS

Ruth Brown, Staff Specialist for Special Programs
Maryland State Department of Education
Baltimore, Maryland

Billie McLendon, Deputy Superintendent for Occupational and Continuing Education
Houston Independent School District
Houston, Texas

Cheryl Davis, Planner
Housing for the Handicapped
Department of Community Affairs
Boston, Massachusetts

10:30 a.m. - 10:45 a.m. REFRESHMENT BREAK

10:45 a.m. Topic D: EVALUATING VOCATIONAL EDUCATION PROGRAMS ON THE BASIS OF JOB PLACEMENT AND LABOR MARKET SUPPLY AND DEMAND

Virginia Lamb, Director of Vocational Education
Oklahoma City Public Schools
Oklahoma City, Oklahoma

John Van Zant, Director
California Manpower Management
Information System
Ventura, California

Floyd McKinney, Associate Professor
and Coordinator, Vocational
Education Programs
Texas A & M University
College Station, Texas

11:45 a.m. PIVOT

Bart Hazleton, Sound Systems Sales Manager
3-M Company
St. Paul, Minnesota

12:15 p.m. LUNCH (ON YOUR OWN)

1:30 p.m. WORKSHOP SESSIONS

Topic C: Facilitating the Employability of Handicapped Persons Through Regular Vocational Programs

Group I:	Chairperson – Daniel Fahrlander Recorder – John O'Dowd, Jr.	Rosslyn B
Group II:	Chairperson – Donna Keirsbilck Recorder – Ernest Miller	Shenandoah A
Group III:	Chairperson – Joe Coupland Recorder – Thomas Hodgson	Shenandoah B

Topic D: Evaluating Vocational Education Programs on the Basis of Job Placement and Labor Market Supply and Demand

Group I:	Chairperson – M. Frances Rosen Recorder – Robert Hughey	Shenandoah D-1
Group II:	Chairperson – Charles Nichols Recorder – R. M. McAbee	Shenandoah D-11
Group III:	Chairperson – Robert Lamping Recorder – Marion Holmes	Board Room

4:00 p.m. ADJOURN

6:30 p.m. DINNER AND FELLOWSHIP — Rosslyn B

Toastperson: Winifred Dickinson
Director, Vocational,
Technical and Adult Education
School Board of Broward County
Fort Lauderdale, Florida

After-Dinner Speaker: Charles Galloway
Professor of Education
The Ohio State University

Topic: "PLEASE LISTEN TO WHAT I'M NOT SAYING"

9:30 p.m. ADJOURN

Tuesday, March 29, 1977

THIRD GENERAL SESSION — Rosslyn B

Presider: Charles Nichols, Director of
Vocational-Technical and
Industrial Education
Minneapolis Public Schools

SYNTHESIZED GROUP POSITION PAPERS

Topic A: Achieving Urban Vocational Improvement by Involving National Organizations

Topic B: Strategies for Assuring Funds Allotted to Cities for Vocational Programs Will Be Spent for the Intended Purposes

Topic C: Facilitating the Employability of Handicapped Persons Through Regular Vocational Programs

Topic D: Evaluating Vocational Education Programs on the Basis of Job Placement and Labor Market Supply and Demand

9:30 a.m. – 9:45 a.m. REFRESHMENT BREAK

9:45 a.m. STRATEGIES FOR IMPROVING THE QUALITY OF VOCATIONAL EDUCATION LEADERSHIP IN LARGE CITIES

Process Leader: Lyle Sorum, Assistant
Superintendent for Vocational
Education
Fargo, North Dakota

11:45 a.m.	NEXT STEPS Robert E. Taylor, Director The Center for Vocational Education The Ohio State University	
12:00 noon	LUNCHEON	Dogwood Room
	Your Host: Joseph Schachner, Director Educational Activities Gestetner Corporation	
	A Time for Interaction: Large City Directors and Representatives of Major National Organizations Officed in Washington, D.C.	
3:00 p.m.	ADJOURN	

EXHIBIT C

PROGRAM PRESENTERS AND PARTICIPANTS

Participants – 1977 National Leadership Seminar for Administrators of Vocational Education in Large Cities

Kay Adams, Evaluation Specialist
The Center for Vocational Education
The Ohio State University
1960 Kenny Road
Columbus, Ohio 43210

William D. Allen, Director of
Occupational Education
Los Angeles Community District
2140 West Olympic Boulevard
Los Angeles, California 90006

Milton Bins, Senior Associate
The Council of the Great City Schools
1707 H Street, NW
Washington, D.C. 20006

T Gardner Boyd, Director
Career and Continuing Education
Kansas City Missouri Public Schools
1211 McGee
Kansas City, Missouri 66207

Ruth C. Brown, Staff Specialist
Maryland State Department of Education
State Department of Education
Post Office Box 8717
Friendship International Airport
Baltimore, Maryland 21240

Lowell Burkett, Executive Director
American Vocational Association
1510 H Street, NW
Washington, D.C. 20005

Richard Carlson, Director
Division of Vocational-Technical
Education
USOE
Washington, D.C.

Stanley B. Cohen, Director
Career Education
School District of Philadelphia
734 Schuylkill Avenue
Philadelphia, Pennsylvania 19146

Josie M. Cole, Teacher
D.C. Public Schools
Coolidge High School
7501 Blair Rd., No. 304
Washington, D.C. 20012

Edward Cooke, Director
Vocational Education
Richmond Public Schools
301 North 9th Street
City Hall 12th Floor
Richmond, Virginia 23219

Joe Coupland, Director
Career Education
Birmingham City Schools
Post Office Drawer 10007
Birmingham, Alabama 35202

Ms. Cheryl Davis, Planner
with Housing for the Handicapped
Department of Community Affairs
100 Cambridge Street, Room 1405
Boston, Massachusetts 02202

Alan Dellefield, Training Director
Howard County Government Maryland
3716 Court Place
Elliott City, Maryland 21043

Calvin Dellefield, President
Community College Centers of the
San Francisco Community College
District
33 Gough Street
San Francisco, California 94103

Ronald Detrick, Director of
Career Education
San Diego Unified School District
4100 Normal Street
San Diego, California 92103

Winnie Dickinson, Director
Vocational-Technical-Adult
Education
School Board of Broward County
1350 S.W. 2nd Court
Fort Lauderdale, Florida

Jean M. Epps, Director
Vocational Education
Newport News Public Schools
12465 Warwick Boulevard
Newport News, Virginia 23606

Daniel C. Fahrlander, Director
Vocational Education
Omaha Public Schools
4469 Farnam
Omaha, Nebraska

Harry L. Falgren, Director
Kansas City AVTS
2220 North 59th Street
Kansas City, Kansas 66104

Richard Froese, Director
Occupational Education
Phoenix Union High School System
2526 W. Osborn Road
Phoenix, Arizona 85017

Dick Gabriel, Coordinator of
Career Education
Des Moines Public Schools
1800 Grand
Des Moines, Iowa 50307

Charles Galloway, Professor
of Education
The Ohio State University
101 Ramseyer
29 West Woodruff Avenue
Columbus, Ohio 43210

Maurice L. Goff, Director
Division of Vocational and Continuing
Education
Wichita Board of Education
301 South Grove
Wichita, Kansas 67211

Bob Gordon
Gestetner Corporation
Gestetner Park
Yonkers, New York

Kenney E. Gray, Management Specialist
The Center for Vocational Education
1960 Kenny Road
Columbus, Ohio 43210

Steven J. Gyuro, Assistant Director
The Center for Vocational Education
The Ohio State University
1960 Kenny Road
Columbus, Ohio 43210

Larry Hagmann, Coordinator of
Planning & Evaluation
Office of the State Director for
Vocational Education
University of Hawaii
2444 Dole Street, Bachman 101
Honolulu, Hawaii 96822

Paul J. Harris, Coordinator
Vocational Program Development
Baltimore City Public Schools
2300 North Calvert Street
Baltimore, Maryland 21218

David C. Hart, Director of
Technical Assistance Team for
Area Vocational Schools
Detroit Board of Education
Clay Building
453 Myrtle
Detroit, Michigan 48201

Bart Hazleton
Sound Systems Sales Manager
3-M Company
St. Paul, Minnesota

Donald V. Healas, Director
Cleveland Public Schools
1380 East Sixth Street
Cleveland, Ohio 44114

Tom Hodgson, Director
Occupational Education
Seattle School District
520 N.E. Ravenna Boulevard
Seattle, Washington 98115

Marion B. W. Holmes, Director
Vocational Education
Instructional Programs
School District of Philadelphia
JFK Center for Vocational Education
734 Schuylkill Avenue
Philadelphia, Pennsylvania 19146

Bob Hughey, Director—Vocational
Education and Industrial Arts
Akron City Schools
70 North Broadway
Akron, Ohio 44308

Sam Husk, Executive Director
Council of Great City Schools
1707 H Street, NW
Washington, D.C. 20006

Otho Jones, Assistant
Superintendent
415 12th Street, NW
Washington, D.C.

Donna H. Keirsbilck, Director of
Home Economics/Consumer Education
Rochester City School District
410 Alexander Street
Rochester, New York 14607

Barbara H. Kemp, Education
Program Specialist
U.S. Office of Education/DVTE
7th and D Street, SW
Washington, D.C. 20202

Jerline Kennedy, Director
Occupational Education
Dallas Independent School District
3700 Ross Avenue
Dallas, Texas 45204

Daniel E. Koble, Jr., Personnel
Development Specialist
The Center for Vocational Education
The Ohio State University
1960 Kenny Road
Columbus, Ohio 43210

Virginia Lamb, Director of
Vocational Education
Oklahoma City Schools
900 North Klein
Oklahoma City, Oklahoma

Robert Lamping, Vocational Director
Pittsburgh Public Schools
Administration Building
Bellefield Avenue
Pittsburgh, Pennsylvania 15213

Bryant Lane, Director—Career
Education
San Francisco Unified District
135 Van Ness Avenue
San Francisco, California

Juliet Lester, Chair Regulation
Task Force
U.S. Office of Education
Room 5002, Regulation Office
Building No. 3
7th & D Streets, SW
Washington, D.C. 20202

Jack Longshore, Supervisor
Vocational Education
Indianapolis Public Schools
120 East Walnut Street
Indianapolis, Indiana 46204

Ms. Mary G. Lovell, Education
Specialist
USOE Bureau of Occupational and
Adult Education
400 Maryland Avenue, SW
Room 4143
Washington, D.C. 20202

Thomas O. Manion, Acting Director
Adult, Vocational and Practical
Arts Education
Denver Public Schools
900 Grant Street
Denver, Colorado 80203

Mort Margules, Superintendent
Hudson County Board of Trustees
8511 Tonnele Avenue
North Bergen, New Jersey 07047

Rene Martinez, Executive Director
Dallas Chamber of Commerce
1507 Pacific Avenue
Dallas, Texas 75201

W. A. McGinnis, Director
Memphis City Schools
2597 Avery
Memphis, Tennessee 38112

Floyd McKinney, Coordinator
Vocational Education Program
Texas A & M University
201 Bolton Hall
College Station, Texas 77843

Billie L. McLendon, Deputy
Superintendent Occupational
and Continuing Education
Houston Independent School District
3830 Richmond
Houston, Texas 77027

Eleanor B. Miller, Specialist—
Vocational Information and Data
Board of Education of Baltimore Co.
212 Aigburth Road
Towson, Maryland 21204

Ernest C. Miller, Director of
Vocational Education
Nashville Metro Schools
2601 Bransford Avenue
Nashville, Tennessee 37204

Clifford D. Moses, Director —
Occupational Education
Charlotte-Mecklenburg Schools
Box 149
Charlotte, North Carolina 28230

Fred Mulcahy, Assistant to Director
Milwaukee Area Technical College
1015 North 6th Street
Milwaukee, Wisconsin 53203

R. A. Nagle, Director
Lehigh Vocational-Technical School
2300 Main Street
Schnecksville, Pennsylvania 18078

Mildred S. Nethken, Supervisor
Consumer and Homemaking
Board of Education of Baltimore
County
Office of Home Economics
Towson, Maryland 21204

Mark Newton, Graduate Research
Associate
The Center for Vocational Education
The Ohio State University
1960 Kenny Road
Columbus, Ohio 43210

Charles F. Nichols, Sr., Director of
Vocational-Technical and
Industrial Education
Minneapolis Public Schools
807 Broadway, NE
Minneapolis, Minnesota 55413

Duane M. Nielsen, Chief, Vocational
Education and Personnel Development
U.S. Office of Education
Bureau of Occupational and Adult
Education
Washington, D.C. 20202

John E. O'Dowd, Director of
Vocational/Career Education
New Orleans Public Schools
4100 Touro Street
New Orleans, Louisiana 70122

Reginald Petty, Executive Director
National Advisory Council on
Vocational Education
425 13th Street, NW
Washington, D.C.

Fred Pledger, Easter Area
Representative, Visual
Products Division
3-M Company
St. Paul, Minnesota

Samuel B. Proctor, Professor
of Education
Graduate School of Education
Rutgers University
New Brunswick, New Jersey 08903

George R. Quarles, Chief Administrator
Board of Education, City of New York
110 Livingston Street
Brooklyn, New York 11201

John E. Radvany, Deputy Assistant
Commissioner of Education
New Jersey Department of Education
225 West State Street
Trenton, New Jersey 08625

Robert A. Rajander, Coordinator
Vocational-Career Education
Berkeley Unified School District
1336 7th Street
Berkeley, California 94710

H. C. Rand, Educational Consultant
Florida Department of Education
Knott Building
Tallahassee, Florida

Don F. Reynolds, Director
Career Education Services
Los Angeles City Schools
450 North Grand Avenue
Los Angeles, California 90012

M. Frances Rosen, Director
Career & Vocational Education
Sacramento City Unified School District
1619 N Street
Sacramento, California

Theodore F. Rybka, Coordinator
Vocational Education
Baltimore City Public Schools
2300 North Calvert Street
Baltimore, Maryland 21218

Raymond J. Sacks, Director
Vocational Education
St. Louis Board of Education
5101 McRee, O'Fallon Technical Center
St. Louis, Missouri 63110

Tom R. Shworles, Director-Center for
Program Development of the
Handicapped
City Colleges of Chicago
185 North Wabash Avenue
Chicago, Illinois 60201

James W. Smith, Special Programs
Manager
Adult, Vocational and Technical
Education
Illinois Office of Education
100 North First Street
Springfield, Illinois 62777

Lyle Sorum, Assistant Superintendent
Vocational Education
Fargo Public Schools
1104 2nd Avenue, South
Fargo, North Dakota 58102

Thomas C. Swift, Consultant
Division of Vocational Education
Knott Building
Tallahassee, Florida 32304

Muriel Shay Tapman, Senior
Program Officer
VEPD—U.S. Office of Education
Room 5652, ROB 3
400 Maryland SW
Washington, D.C. 20202

Robert E. Taylor, Director
The Center for Vocational Education
The Ohio State University
1960 Kenny Road
Columbus, Ohio 43210

John Van Zant, Director
California Manpower Management
Information System
Office of the Ventura County
Superintendent of Schools
County Office Building
Ventura, California 93001

David L. White, Assistant to
the Assistant Superintendent
D.C. Public Schools
415-12th Street, NW
Washington, D.C.

Benjamin Whitten, Executive
Director Vocational Education
Baltimore City Schools
23rd & Calvert Streets
Baltimore, Maryland

Patrick Williams, Specialist
Vocational Education
Michigan Department of Education
Box 30009
Lansing, Michigan 48904

Alan Woodruff, Project Director
Westat Research
11600 Nebel Street
Rockville, Maryland 20852

Organization representatives attending luncheon March 29, 1977.

Don Barbacovi, Legislative Staff
American Association of School
Administration
1801 N. Moore
Arlington, Virginia 22209

Frank Burnett, Associate Executive
American Personnel & Guidance
Association
1607 New Hampshire, NW
Washington, D.C. 20009

David S. Bushnell, Director
American Association of Community
& Junior Colleges
1 Dupont Cirlce, NW
Washington, D.C.

A. Dale Clark, Associate Director
Distributive Education Clubs of America
1908 Association Drive
Reston, Virginia 22091

Arleen Courtney
National Association of Elementary
School Principals
1801 N. Moore Street
Arlington, Virginia 22209

Sharon David, Project Director
Vocational Education Policy Project
The Council for Exceptional Children
1920 Association Drive
Reston, Virginia 22091

Dean Griffin, Associate Director
AVA
1510 H Street, NW
Washington, D.C. 20005

H. Neville Hunsicker, Education Program
Specialist, Agriculture & Agribusiness
USOE
7th and D Streets
Washington, D.C.

Edward D. Miller, Executive Director
Future Business Leaders of America
P. O. Box 17417
Washington, D.C. 20041

James L. Reid, Executive Director
National Association State Directors
of Vocational Education
1510 H Street, NW
Washington, D.C. 20005

Santee C. Ruffin, Jr.
Director of Urban Services
National Association of
Secondary School Principals
1904 Association Drive
Reston, Virginia 22091

Bob Snider
National Education Association
1201 16th Street, NW
Washington, D.C. 20036

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