ABSTRACT
        One of a series of sixteen knowledge transformation
papers, this paper presents an educational planning model which
incorporates citizen involvement at the local level and provides a
more responsive and efficient vocational education system. In the
first section techniques are discussed for encouraging community
participation, such as general advisory committees, craft committees,
joint apprenticeship committees, public meetings, official hearings,
and interaction. Then a comprehensive, generalized model is given for
educational planning, stressing the following areas: (1) the
relationship of participation to the success of the planning; (2)
plotting of alternative strategies; and (3) planning outcomes by
producing a number of Human/Technical Resources Impact Packages. The
actual model is described as providing an overview of activities,
changes occurring from decisions, and costs. Three basic phases are
identified for a systems approach to planning: analysis of needs,
situations, and trends; design; and implementation and evaluation.
The last section applies the model to vocational education. Data
needs are discussed for the following areas of vocational education:
basic information, programs of instruction, student counseling,
instruction, and educational accountability (evaluation). Also
outlined are reasons why state and local agencies may have failed to
plan adequately in the past. The four appendixes present examples of
citizen participation in California, Florida, Illinois, and New
Jersey. (ELG)

A MODEL FOR PLANNING

VOCATIONAL EDUCATION AT THE

LOCAL LEVEL

written by

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1979

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* Developing educational programs and products

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3

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FOREWORD

The increasingly complex delivery system for vocational education at the state and local levels creates problems of program duplication, fragmentation of services, and inefficient use of limited resources. Better planning represents one solution to such problems. At the local level, comprehensive planning which includes genuine citizen participation offers the possibility of a more responsive and efficient vocational program. This paper addresses the need for improved planning at the local level by presenting an educational planning model which incorporates citizen involvement and is applicable to the vocational education system.

"A Model for Planning Vocational Education at the Local Level" is one of a series of 16 papers produced during the first year of the National Center's knowledge transformation program. The 16 papers are concentrated in the four theme areas emphasized under the National Center contract: special needs subpopulations, sex fairness, planning, and evaluation in vocational education: The review and synthesis of research in each topic area is intended to communicate knowledge and suggest applications. Papers should be of interest to all vocational educators, including administrators, researchers, federal agency personnel, and the National Center staff.

The profession is indebted to Dr. Ralph Bregman for his scholarship in preparing the paper. Recognition is also due to Dr. Gordon F. Law, Sr., Rutgers, the State University of New Jersey; Dr. Harold Halfin, University of Wisconsin-Stout; and Dr. Daniel Fahrlander, the National Center for Research in Vocational Education, for their critical review of the manuscript. Dr. Carol P. Kowle, research specialist, supervised the publication of the series. Ms. Jo-Ann Cherry coordinated editing and production.

Robert E. Taylor
Executive Director
National Center for Research
in Vocational Education

CONTENTS

7

INTRODUCTION

Why is planning a continuing concern in vocational education? The problems
created by multiple delivery of programs which often result in duplication
and fragmentation of services and inefficient use of resources necessitate
better educational planning. For example, a recent study of public class-
room training in San Francisco, California, revealed complex financing,
administration, and operating procedures within programs (San Francisco
Mayor's Office of Manpower, 1975, pp. 6-40). According to Halperin (1978)
some members of Congress think vocational educators do not engage in effective
statewide planning. Educational planning at the local level is the primary
focus here, but the need for more effective planning techniques is just as
critical.

Federal legislation has only recently placed a strong emphasis on planning.
Advisory groups are beginning to receive more attention as planning instru-
ments, and the community is becoming more important in the decision-making
process in vocational education.

A major attempt at improving planning in vocational education is the local
advisory council concept established by the vocational education amendments
of 1976. The legislation requires that the council be composed of members
of the general public and representatives of business, industry, and labor.
Congressional intent is clear: community input into planning is necessary
and valuable.

A review of the research shows that community participation in vocational
education planning generally occurs through advisory committees. At the
same time, little commentary is available on the theory and effects of
community participation in vocational education planning. No studies have
analyzed the impact of such participation. Further, the literature on
vocational planning models is sparse.

In view of the greater concern for community involvement in vocational
education planning, the following statements are representative of the
position taken in this paper:

1. Comprehensive planning requires active and continuous citizen
   participation

2. The quality of the planning process is directly related to the
   extent and intensity of community participation

3. Local agency vocational personnel--teachers, administrators, and
   support staff--will be more likely to encourage community participation
   in comprehensive planning if they understand that there cannot be one
   without the other

Materials are organized into three sections: (1) a discussion of techniques
for encouraging community participation in local vocational education
planning; (2) an outline of a comprehensive planning model for use at the
local level; and (3) application of the planning model to vocational
education.

COMMUNITY PARTICIPATION IN VOCATIONAL EDUCATION PLANNING

The schools have been criticized for a lack of comprehensive planning. In
addition, there is some feeling that the schools are not responsive to the
public (Fantini, 1967). Many secondary school curricula appear bound to
college admission policies (Fein, 1970). Additional criticism has been
leveled at the schools' lack of effectiveness in educating low-income
students (Levin, 1970). Some argue that today's schools are obsolete
because they are still dispensing information in a society which has other
sources more appealing and more influential to students (Coleman, 1972).
Such criticism exemplifies the need for greater citizen participation to make
educational planning more responsive to changing social needs.

Major social upheaval in past decades has increased the need for citizen
involvement in education. Such developments as affirmative action legislation,
concern over civil rights, special needs legislation and litigation, court
decisions, government policies, and limits on financial resources necessitate
greater community involvement in educational planning. The local advisory
councils mandated by the 1976 amendments exemplify the growing emphasis on
citizen input into the educational planning process. Such a requirement is
not new to government: the Title I (Elementary and Secondary Education Act)
guidelines of 1971 were amended to require district-wide parent councils
(Davies et al. 1978). In Dallas in 1976, the court required further school
desegregation and specific adoption of a plan prepared by members of the
community (Davies et al. 1978).

Social pressures may fluctuate but education is one institution that must
respond more willingly to the new demands that are created by changes in the
social environment.

Citizens' advisory councils are one means of making education more responsive
to the community's changing needs. Such mechanisms to promote change are
vital, according to Bregman et al. (1974), because:

    Institutions should be able to anticipate crises; plan for the long
    term; confront conflicts; decentralize activities but maintain
    generalized central control; enlarge local government units;

-2-

innovate administrative techniques; collaborate for inter-
organizational relations; link objectives with those of other
organizations; and regard the resources of the organization as
the resources of society (p. 17)

Changes must be made in organizational values and philosophies at appropriate
times. Timing is important: if institutions such as vocational education
are not responsive to changing social needs, they will lose public support
and public funding.

The issue is not whether the community should be involved, but how it should
be involved. The entire community must be committed to change. Without
community involvement and commitment, comprehensive planning is an illusion.
Druian (1977) has described four case studies which demonstrate specific
techniques to build citizen participation into community education programs
in rural, "rurban," suburban, and urban areas.

OPPORTUNITIES FOR CITIZEN PARTICIPATION .

Experience has yielded many lessons that could be helpful in encouraging
citizen participation (Sviridoff, 1969). First, there is no one strategy or
form for participation. Vocational programs, traditionally, have relied upon
trade/craft advisory committees. The vocational education amendments of 1968
and 1976 mandated state and local advisory councils. But planning requires
more than a legislative mandate. It also requires acceptance of community
representatives as full partners in the planning process (Sarthory, 1974).

Specifically, constituents must participate in three phases of planning--
analysis, design, and implementation. For example, members of the community
can provide input into the information system. They can help determine goals.
They have welcome insight into the political and legal consequences of
implementation. They can analyze alternative plans and establish the order of
preference. Citizens with a variety of skills can become stakeholders in the
success of an educational goal. According to Holt (1974) "Educators need
not forego their professional responsibilities; and the community (members)
need not usurp those responsibilities. What each group should do is define
how they may better work together" (p. 712).

Participation in planning is a process. The process must not become the
product but a technique to achieve a goal. The quality of local leadership
will determine the degree of success and participation.

Furthermore, individuals devising strategies for participation must be
prepared to share power. A broader power base might slow the decision-making
process, but is likely to establish decisions on a firmer basis. An example
of the successful use of shared power is California's regional councils,
which were responsible for determining which educational agencies within their

-3-

jurisdiction would provide vocational, adult, and continuing education pro-
grams (see Appendix A for additional information).

Certain conditions appear to promote favorable citizen action (Davies, 1976).
Davies suggests that people act when they have:

a. some self-interest at stake
b. a clear and compelling diagnosis of the situation
c. a meaningful prescription
d. a sense of power to enforce the prescription
e. access to information
f. received training/orientation for their new role
g. available good staff leadership

Citizen participation needs to be integrated into the planning process. Yet
the question remains, how do educators encourage citizen participation?

Once school officials agree on the need for community participation, the
format for input must be established. The techniques for communication are
many. Individuals may provide counsel to other individuals or to work groups.
Advisory boards, public meetings, and hearings are other means of communica-
ting opinions on school planning (Citizen Participation, 1978; Lamar, 1978).
Timing, cost, complexity of the subject, community values and other
characteristics, and political and social climate will dictate the selection
of one or more techniques (Citizen Participation, 1978). Representatives of
particular segments of the community might be asked by the planning unit to
provide assistance. These individuals should possess the value orientation/
expertise of the group or industry they represent. For example, an expert
from the community might critique a plan to help adults develop new job skills
for mid-career change, or, the mayor's expert on economic development might
be asked to help develop the local application/plan for the vocational
system. In either case, the individual must have appropriate experience and
knowledge.

Advisory committees are the most widely used form of formal citizen
participation in planning. There are two primary types of advisory
committees in vocational education: general advisory, and occupational or
craft (Nerden, 1977, pp. 27-28). In addition, Riendeau (1976, pp. 5-6)
describes joint apprenticeship committees while King (1960) discusses special
or "ad hoc" committees. The following is a discussion of the various types
of advisory committees and their potential input into planning. For specific
examples of community involvement in local planning see the appendices.

General Advisory
Committees

These committees provide advice regar 'ing the overall policies for the
vocational program within a geographical area. A typical example can be found

-4-

11

in Florida's Dade County Office of Public Schools where t
committee concerns itself with such activities as training
content, and public relations (see Appendix B for additior

Within the context of planning, the general committee shou
advise on development and selection of goals and objective
vocational system. Advice should also be sought on: (1) e
for any new or reorganized activity, (2) criteria for anal
strategies for the implementation of an activity, and (3)
and delivery (see Program of Instruction, p. 16). When al
are proposed, committee members should review, analyze, an
of priority for strategies within the overall educational

Craft Committees

These committees offer assistance in determining objective
needs for a specific program area within a vocational/tech
Craft committees have input into such operational details
structure and content; craft/technical qualifications for
facilities, equipment, supplies, and funding; and student
ment, and follow-up. In a diverse and highly technical pro
trade and industrial education, several craft committees a:

Joint
Apprenticeship
Committees

These committees have administrative authority over apprent
and on-the-job work experience. Highly skilled craftperson
advise vocational/technical institutions about needed vocat
instruction. Members can assist in planning for one or mor
the program and are particularly important in planning arti
the secondary and postsecondary levels of vocational instru

Special or Ad Hoc
Committees

These committees serve on a temporary basis for specific pr
(King, 1960). An example of ad hoc committee activity migh
and proposing a plan for inservice training of vocational e
council members.

A number of other options exist for active citizen involvem
education planning. These include public meetings, officia
interactive techniques.

Public Meetings.

These meetings provide an opportunity on an informal basis to identify issues, discuss ideas, and obtain clarification. A typical use of public meetings in relation to vocational education planning could involve soliciting information on needs of target populations, including the handicapped, disadvantaged, and inmates in correctional institutions. Citizen surveys might be used to gather data in preparation for such a meeting.

Official Hearings

Generally, hearings are used to obtain considered views and prepared position papers from those who testify about specific proposals. For example, public hearings are used to determine the feasibility of constructing vocational/technical institutions.

Interactive Techniques

The charrette is used to convene governmental and nongovernmental interest groups in an intensive meeting lasting from several days to weeks. Considerable preparation and study precede these meetings. They are designed to produce creative solutions to problems.

In a squatters session, a planning team works intensively with the user-client for several days at selected times during the planning of a project. Because the planning team is present at all times during these few days, problems can be addressed quickly in direct discussions.

Interactive television-based participation is a promising new technique which has been used by the North Carolina State Advisory Council on Vocational Education to obtain citizen opinions on vocational programming.

Policy Delphi is another interactive technique which involves designating a panel of individuals to express their written views on a subject. Successive rounds of arguments and counter-arguments gradually create a consensus or a set of clearly established positions. A modified form of the Delphi technique has been pioneered by the West Virginia State Advisory Council on Vocational Education to elicit citizen involvement in planning.

Each of these techniques can provide appropriate citizen input. However, maximum effectiveness of the community's contribution is realized only when an educational plan or model has been carefully constructed with identified goals and strategies.

A COMPREHENSIVE, GENERALIZED EDUCATIONAL PLANNING MODEL

Comprehensive education planning is a fairly recent phenomenon (Coombs, 1970). This emphasis on comprehensive planning stresses the importance of the

-6-

systematic analysis of data. Comprehensive and systematic planning engages
individuals in meaningful dialogue, takes into account the interrelationship
of systems, provides for alternative strategies for reaching goals and
objectives, and is a means for adequately preparing for the future.

Deliberate educational planning involves producing alternative strategies,
together with predicted consequences, to aid decision makers in reaching
declared goals. The process should incorporate continuous analysis, feedback,
and updating as essential features (Wolvek, 1968). Participation on the part
of citizens means that they take part in each of the planning phases in order
to exercise power or influence on the decision-making process. Vocational
educators at the local level, including teachers, administrators, and support
personnel, must be sensitive to the opportunities for citizen participation.

Planning is a process (Morphet, 1972) which is dependent upon an information
system. The information system provides analysis of data to ascertain:
(a) status, (b) future direction or goals, and (c) strategies for reaching
goals and objectives. The distance between (a) and (b) represents the
magnitude of a need or situation, whereas the alternatives to overcome the
need represent the solutions proposed to the decision makers. For example,
school districts in the State of Virginia are asked to consider each
vocational programming goal in terms of where the system is now and where
it should be in five years. The discrepancy between where the system is and
where it should be represents the need and thus determines the boundaries of
the goal.

Relationship of Participation to Planning

When individuals participate in the planning process they are more likely to
be supportive of changes which result. Because the community is composed of
different groups, consideration should be given to enlisting a variety of
representatives appropriate to the problem or situation. Individuals
representing business, industry, labor, civic and professional associations,
economic development agencies, public and private educational institutions,
the CETA prime sponsor, and youth council should be asked to participate in
vocational education planning. These individuals should reflect the demography
of the community in terms of sex, ethnicity, race, and the needs of special
groups such as the handicapped. Other interest groups should be identified
and their involvement sought when appropriate. Those who might be contacted
are the Chamber of Commerce, agricultural extension service, local and county
governments, military, and community action agencies (PREP Report No. 24,
1970).

Although some researchers like Stanton (1977) state that school councils
are ineffective mechanisms for changing educational policies and decisions,
this lack of effectiveness can be overcome. Creative behavior on the part
of local vocational educators can bring about a meaningful relationship
between the school and the community. Citizen participation in planning

vocational education opens the system to new ideas, current developments from other fields, and an awareness of the need for improvements. Further, planning provides a forum for debate and joining of issues (O'Leary, 1972). There are many situations where citizens can make significant contributions to planning.

Alternative Strategies

Planning involves preparation of objectives, documentation of boundaries, and delineation of constraints for each goal. Once this is completed, alternative strategies can be plotted for each goal. Each potential strategy has a different combination of activities and methods. The allocation of resources, time, estimated costs, and the anticipated degree of success (performance indicators) can then be plotted for each alternative. Such information, when consolidated, constitutes a Human/Technical Resources Impact Package.

The selection of an alternative to satisfy a goal involves testing one strategy against another for feasibility, efficiency, and effectiveness. The major benefits of studying alternatives lie in the insight resulting from simulation, testing, and cross analysis (see Figure 1).

Given the information from this testing and analysis, management personnel have the responsibility to compare the tradeoffs, or advantages and disadvantages, of these alternatives. Consideration is accorded to suggestions made by the planning personnel (Copa and Geigle, 1976). Management selects the alternative which seems best suited to the planning purposes and circumstances. The probability of a better decision is increased because management has a choice of alternative solutions.

Planning Outcome

Planning is only one operation of a management system. Within the boundaries of the planning activity a complex series of activities takes place. A major outcome from these transactions is the production of a number of Human/Technical Resources Impact Packages. Each package contains an exhaustive description of the following topics:

Need Identification:

1. current status or situation
2. anticipated goal
3. discrepancy between status or goal
4. specific problem
5. trends resulting in future needs
6. futures (projections)

15

Goal Statement:

1. boundaries (including time phases)
2. objectives
3. constraints

Technical Requirements:

1. laws
2. regulations
3. codes

Resources (Costs):

1. people
2. facilities
3. equipment
4. supplies

Activities and Methods:

1. Program Evaluation and Review Technique (PERT)
2. Critical Path Method (CPM)

Time:

1. ideal
2. negotiated

Performance Indicators:
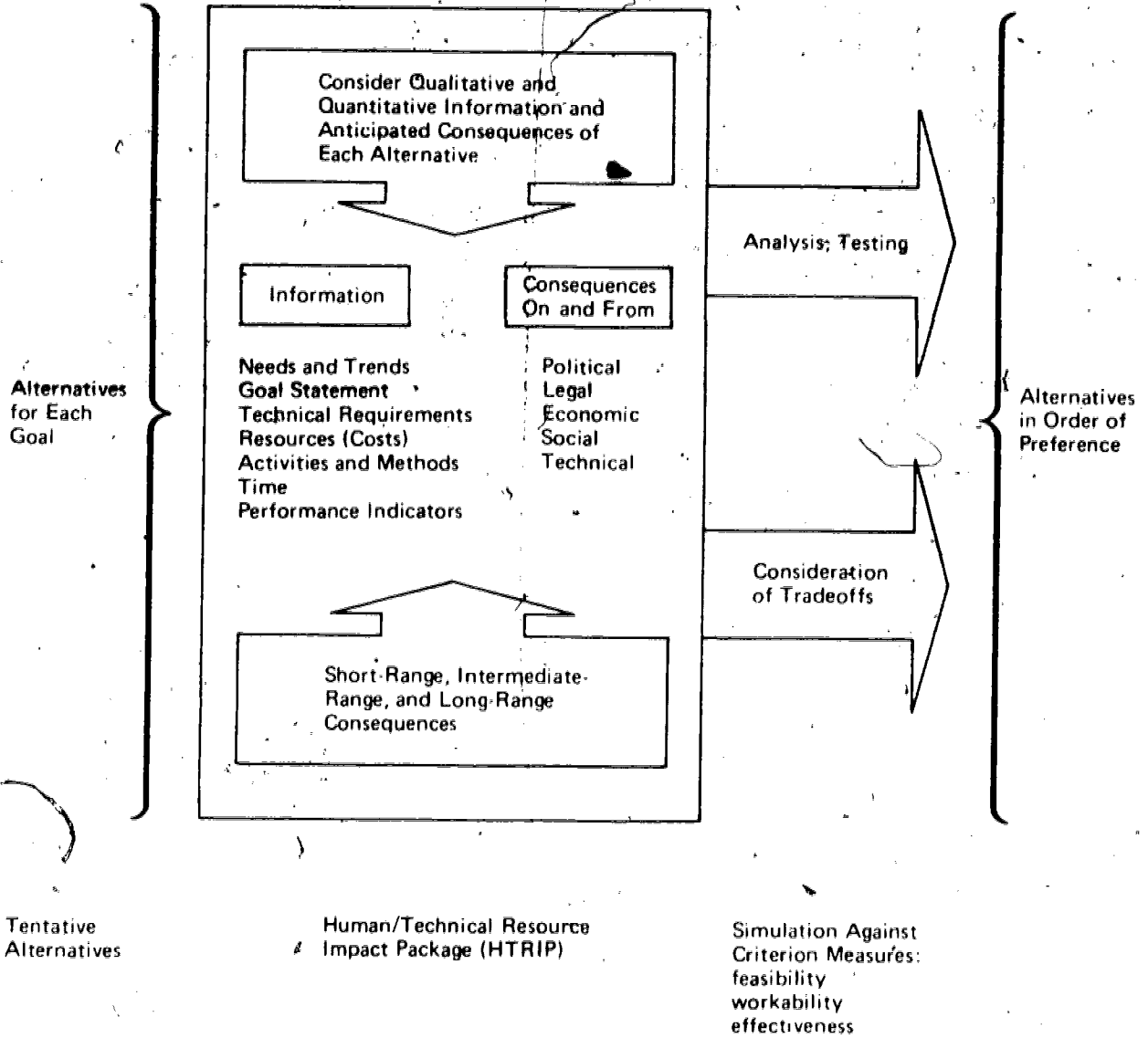
1. ideal level
2. acceptable range
3. non-acceptable level

Consequences:

1. short-range	on (a to e)	a. political	
2. intermediate	or	b. legal	system
		c. economic	or subsystem
3. long-range	from a ... which impacts on vocational education	d. social	
		e. technical (production)	

-9-

Figure 1
THE PATTERNED ANALYSIS OF TENTATIVE ALTERNATIVES

Alternatives
for Each
Goal

Consider Qualitative and
Quantitative Information and
Anticipated Consequences of
Each Alternative

Information	Consequences On and From
Needs and Trends	Political
Goal Statement	Legal
Technical Requirements	Economic
Resources (Costs)	Social
Activities and Methods	Technical
Time	
Performance Indicators	

Analysis; Testing

Alternatives
in Order of
Preference

Short-Range, Intermediate-
Range, and Long-Range
Consequences

Consideration
of Tradeoffs

Tentative
Alternatives

Human/Technical Resource
Impact Package (HTRIP)

Simulation Against
Criterion Measures:
feasibility
workability
effectiveness

Adapted from E.S. Quade and W.I. Boucher (Eds.), *Systems Analysis and Policy Planning* (New York:
American Elsevier Publishing Company, Inc., 1968), p. 13. Adapted with permission of Elsevier North-
Holland Publishing Co., Inc., New York.

17

The Actual Model for Planning

A comprehensive model which relies upon citizen participation can help the local education agency develop an information system by providing an overview of (a) activities, (b) changes occurring from decisions, and (c) costs.

Through the information system citizens can monitor progress of the planning process and their contributions. To illustrate, the planning model in Figure 2 (p. 13) has fifteen steps. Citizens can be involved in most of these steps, whether as advisory committee members or as experts contributing to public hearings or the Delphi process. The form of their involvement is affected by the complexity of the topic as well as the timing, costs, community characteristics, and the political and social climate.

Information is a cornerstone of management systems and decision making (Ross, 1970). Planners, in fact, rely on generalized and management information systems to guide their decisions (Stevenson, 1978). The management information system should be able to provide periodic reports to the public on the degree of change occurring in any other part of the system or subsystems as an outcome of the planning effort or other operations. Graphically, five basic operations of an educational management system are as follows:
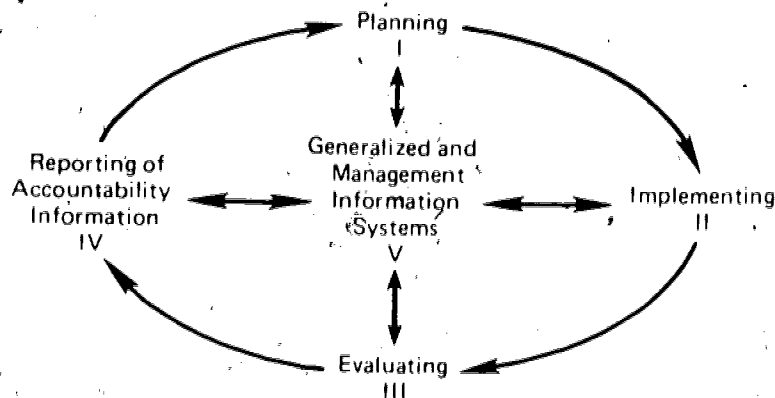
The systems approach represents one of the most promising organizational techniques to manage change. When combined with planning concepts, it is a powerful tool to help resolve problems/conflicts which can arise between present and future organizational practices (Nowrasteh, 1971). Essentially, the concepts of planning for problem identification and solution consist of three basic phases (Morphet, 1972): analysis of needs, situations, and trends; design; and implementation of the plan and evaluation of the planning effort.

Each phase and its elements are briefly described below.

Analysis Phase

The purpose of this phase is to study a situation or trend, examine a problem, or determine that a need exists. The analysis might be initiated by the planning staff, the General Advisory Committee on Vocational Education, or the Board of Education. In any event, the data banks of the in-house/external information systems are surveyed. When the data are not available, a needs assessment, for example, should be conducted (Campbell, 1974). The information obtained will help identify strategic or administrative goals.

Design Phase

Existing activities are analyzed in terms of proposed initiatives and alternative strategies are identified for each goal. A Human/Technical Resources Impact Package (HTRIP) for each alternative is prepared and tested.

An alternative strategy or plan should be tested in a simulated environment in order to identify potential strengths or weaknesses in its operation. Three major criterion measures (see Figure 1) can be applied to the simulation: feasibility, workability, and effectiveness (Bushnell, 1972). Feasibility takes into account constraints to and required resources for the achievement of a goal. Consideration must be given to such factors as: (a) the availability of new money and capable staff, (b) regulations, and (c) community values. Workability involves the extent to which a potential solution can be put into operation. This factor determines whether the proposed changes produce the declared benefits, given a certain level of expenditure. Effectiveness is determined by comparing the first two measures (feasibility and workability), taking into account the time differential between implementation and expected results.

Implementation Phase

Preparation for this phase involves receiving data elements for process and product evaluation of selected alternatives, the final step in the design phase, and putting the alternatives into action. Implementation begins with the review of options and identification of necessary steps in the chosen alternative action plan. A time schedule is developed, the plan is reviewed, the final decision is made in favor of implementation, and the strategy is actually put into effect.
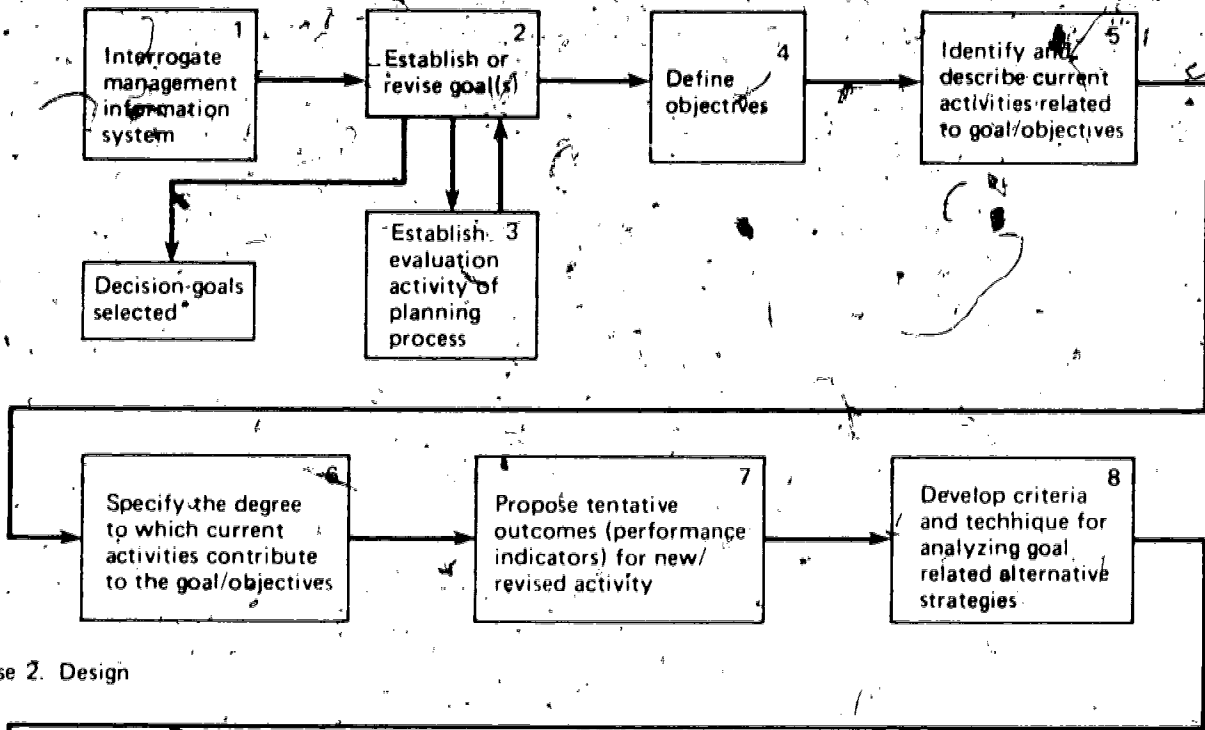
Overview of Model

Figure 2 shows all three major phases--analysis, design, and implementation--as they combine to make a model of an entire planning process. Figure 3 provides
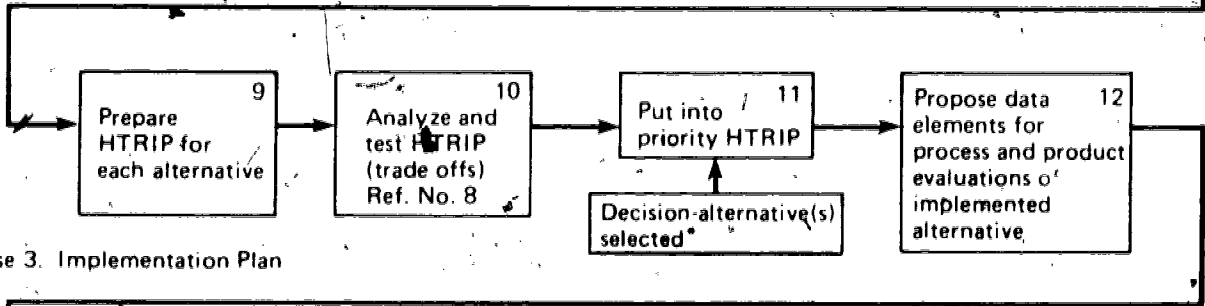
19

Figure 2

MODEL FOR PLANNING VOCATIONAL EDUCATION

Phase 1. Analysis

Phase 2. Design

Phase 3. Implementation Plan
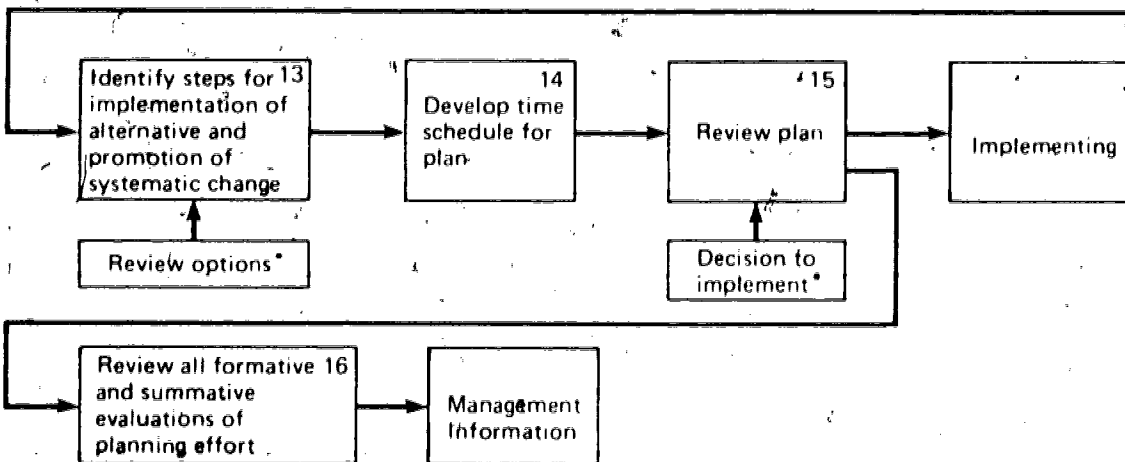
Critical decision events identified by ___*

-13-

20

Figure 3

INTEGRATION OF AN INFORMATION SYSTEM, MANAGEMENT FUNCTIONS, CHANGE PROCESSES
INTO A NETWORK FOR PLANNING, IMPLEMENTING, EVALUATING, AND REPORTING

reviewing   information   planning   implementing   evaluating
     systems and   the design   the plan
     analysis   (organizing)

Problem finding

(P) 1

Management information system   3

Strategic planning

(S)

Utilization of concepts & change processes for implementation of plan

10 new cycle

2

4

5

Administrative planning

6

(directing, staffing)

Generalized information and forecasting system including data from input and context evaluations

Implementation of plan   7

(controlling)

Process, product, and impact evaluations

8

9

Reporting results of implementation for problem-solving

Legend:
(P) = problem, sequences 1 to 4
(S) = solution, sequences 5 to 9

Management functions are displayed by ( )

22

an overview of the planning process from problem-finding to problem-solving.
In this figure, planning is portrayed as part of a larger management process.
A problem concerning vocational education might be identified by staff outside
the planning unit and involve input of data into the information system. This
data might not be used for planning purposes but would still be available to
planners. Figures 2 and 3 provide a framework within which citizen partici-
pation can be incorporated into the educational planning process.

APPLICATION OF MODEL TO
VOCATIONAL EDUCATION

Atteberry et al. (1977) make a distinction between strategic and administrative
planning in vocational education. Strategic planning deals with broad matters
which affect the direction of the vocational education system and involves
specifying goals and policy for the system. Policies set the boundaries with-
in which decisions are made. The model described in the previous section, with
some modification, can be used to determine the short, intermediate, and long-
range vocational education goals for the local agency. That is, the local
educational agency can specify the direction and emphasis that vocational
education should take by applying the planning concepts which appear in the
model.

Several components basic to any vocational education system are involved in
both strategic and administrative planning. These components include:

1. Population needs
2. Job market opportunities
3. Job performance requirements
4. Program of instruction
5. Promotion of vocational education
6. Student recruitment
7. Curriculum, resources, and ancillary services
8. Guidance and counseling
9. Placement
10. Vocational instruction
11. Program review
12. Evaluation

The planning model can be applied to each of these components or parts of
components. To illustrate, the model can be used to plan for (a) the
determination of job market opportunities, (b) placement, or (c) evaluation.
The quality of information gathered for each phase will depend on the time,
resources, and commitment of local agency personnel. After the plan for each
component is devised, however, the management system should be employed. That
is, the plan should be implemented and evaluated, and the results should be
reported periodically. The data obtained for each component will be incorp-
orated into the information system. Thus, management of a vocational educa-
tion system entails continuous and integrated consideration of all twelve
components in a sequence appropriate to the local situation. The importance

-15-

of local planning and community participation planning for these twelve components is specified in the current vocational education legislation, the Educational Amendments of 1976 (P.L. 94-482 (A) (B) and (C)). Local recipients of federal vocational monies must describe in their annual application for funding (a) the needs of potential students, (b) how, and to what extent the program will meet these needs, and (c) how activities relate to or coordinate with manpower programs.

The following is a description of the 12 components of a vocational education system with a discussion of their data needs for planning. This information on operations is adapted from materials developed by the San Mateo County Office of Education in cooperation with Vocational Education Section, California State Department of Education, 1972, as revised in 1974. (See Appendix C for a similar plan used by Illinois Community College District #529.)

Basic Information

1. Population Needs. This component is concerned with establishing an information file on data relative to the vocational education needs of the target population, including the handicapped.

2. Job Market Opportunities. Job market information is concerned with the demand side of the labor demand/supply curves. This file would contain information on existing and new and emerging occupations which fall within the scope of vocational education and have current or anticipated excess demands.

3. Job Performance Requirements. Data in this file would include information on the skills and knowledge required to achieve the occupational or other objectives of instruction. The development of these specifications might involve task analysis, which uses data supplied by individuals having substantive knowledge of actual occupational skills required for licensure. Representative vocational education trade advisory committees have an important role in establishing requirements for different levels of entry and progression in the field.

Program of Instruction

1. Program Development and Delivery. Information about population needs, job opportunities, the number of students and their employment objectives, placement, and program duplication and articulation are gathered and integrated in order to identify program development or improvement needs. For example, New Jersey's County Coordinating Councils prepare a comprehensive plan which incorporates the above data elements and determines the mode of delivery for vocational programs, whether in a comprehensive high school, area vocational-technical secondary/post-secondary centers, or autonomous vocational districts (see Appendix D for more information).

2. Promotion of Vocational Education. The purpose of this component is to report to the public the strengths and weaknesses of activities, changes and costs of the vocational education program.

3. Student Recruitment. This is aimed primarily at identifying those who need vocational education and encouraging them to enroll in a program of instruction.

4. Curriculum, Resources, and Ancillary Services. The purpose of this component is to provide the appropriate curricula and obtain the resources necessary for instruction in vocational education programs. Such resources include new monies, materials, equipment, physical plant, and trained instructors. In addition, this function is concerned with the development of ancillary support such as audiovisual equipment services, community resources, library services, inservice instructor training programs, and preservice and inservice training for specialized supportive and supervisory personnel.

Student Counseling

1. Guidance and Counseling. Guidance and counseling consists of those activities necessary to provide individuals with sufficient information to allow them to make meaningful and informed occupational choices. This information should include data related to the availability, characteristics, and recruitment of jobs for which instruction is, or will be, available. The individuals' vocational interests and capabilities should be continuously assessed.

2. Placement. The objective here is to assist students in finding employment which best fits their needs and the needs of employers.

Instruction

1. Vocational Instruction. This represents the major activity of the system, that is, providing instruction to individuals for the purpose of preparing them for gainful employment or advanced vocational-technical training. Most of the resources available to the system will be utilized here.

   The success of the program of instruction is highly dependent on a number of other activities which preceded it. These include analyzing the needs of the population, identifying specifically where job vacancies exist or will exist, developing a congruent variety of programs, developing curricula which are responsive to the skills and knowledge required to enter and succeed in an occupation, and assisting students, through exploratory and remedial instruction, to select and succeed in a vocational program.

- Educational Accountability (Evaluation).

1. <u>Program Review</u>. This represents the review of local pr
   the local advisory council, CETA councils, other commur
   state agencies.

2. <u>Evaluation</u>. Evaluation is the process of determining t
   which the program or courses are meeting the objectives
   of evaluation are used as part of the management inform
   as well as for meeting the requirements for periodic re
   promotion.

   Evaluation in vocational education is comprised of two
   and process evaluation. Product evaluation is primaril
   with how well the system met its overall goal and objec
   mined, for example, by follow-up studies of the changes
   and socioeconomic status of leavers and completers. Pr
   is directed at understanding how well each segment has
   objectives. This form of evaluation should be carried (
   ti... as basis, with the results used for structuring im

CONCLUSION

The preceding overview of the data needs of the 12 componen
program provides a framework within which planning must tak
cation, planning needs arise out of the programmatic and in
of the components of a vocational education system.

The question of the status of comprehensive planning in voc.
still remains, however. According to Atteberry et al. (197
state and local agencies to plan vocational education progr:
been a topic of concern for quite some time." There are se
the situation exists as it does. Briefly, as indicated by 1
Rodgers (1976).

1. Planning appears to threaten those who fear loss of jobs
   allocations of resources

2. Decision making in vocational education has been charact
   short-term reactions fostered by funding cycles which ar
   to long-range program development

3. Experienced planners are in short supply, particularly a

4. Vocational education is so vulnerable to adverse economi
   activities that planning is looked upon as an exercise i

5. Vocational departments in universities have not moved ag
   develop the theory and practice of vocational planning

-18-

26

6. State Departments of Education do not seem to be concerned with the process of local planning, only the product

7. Program goals are often unclear and subservient to maintenance requirements (e.g., enrollments needed to retain teachers) of the system

8. Information gathering and analyzing is informal and used to justify local budget requests

9. The concept and value of a planning function are perceived differently

Such criticism of vocational education planning at the local level is mentioned only to emphasize the importance of a comprehensive and farsighted approach to administration and programming. The planning model provided here allows local vocational administrators to view the entire interface between programming components and planning phases. The model includes a number of points at which planners can draw on the expertise of the community to provide creative alternatives for the delivery of vocational education.

The various techniques mentioned for eliciting community participation can be integrated into the planning phases presented in the model, as several of the illustrations suggest. Citizen input into planning for job market information, job performance requirements, program development and delivery, placement and evaluation, and other aspects of the vocational program can be crucial to its success. Vocational education has a history of working with business and industry personnel through craft/trade committees. However, the time has now come to expand and formalize community participation.

In short, strategic and administrative planning and community involvement in planning are key factors in the success of a vocational program at the local level. At the same time, a stronger commitment can be made to comprehensive planning to insure high quality vocational programs which meet the needs of both the community and the student. Comprehensive planning in vocational education at the local level is both desirable and necessary. Involvement of community members in the planning process can only enhance the results, if the process is managed in a structured and deliberate way. The model presented here is designed to provide the sort of structure needed to encourage successful planning with adequate community input.

APPENDIX A

California Regional Adult and Vocational Education Councils (RAVEC)

The RAVECs were put into effect by state law on January 1, 1976. Regional boundaries were coterminous with boundaries of adjacent community college districts. Among their major tasks was the responsibility for "developing a short-term plan for the improvement of [all] vocational and continuing education within their region." The councils were required to delineate the functions and responsibilities in such areas as : (1) adult basic education, (2) high school diploma programs and courses for adults, (3) vocational and occupational education, (4) procedures for transfer programs, and (5) procedures for development of articulation agreements. CETA activities were included. The council had the opportunity to recommend apportionment (financial support) based on the absence of unnecessary duplication.

Statutes defined the council membership. Community colleges, secondary districts, county offices, private postsecondary institutions, and CETA were represented.

Each RAVEC was required to have a vocational and continuing education advisory committee, with 10-18 members. According to a 1978 report, 990 persons served on these committees with business and industry having the largest representation.

Because of budget and fiscal changes in California, the RAVECs were not refunded.

APPENDIX B

Florida's Regional Planning Coordinating
Councils

These councils were responsible for vocational education, adult general
education, and community instructional services in each of the 28 community
college service districts. Membership on the council is composed of educa-
tors from secondary and postsecondary institutions. The council makes
recommendations to respective secondary and postsecondary institutions for
additional courses or programs or changes in existing programs. Local
agencies can establish additional committees. For example, the Dade County
Public Schools have a General Advisory Committee. A major function of this
committee is to provide advisory and consultative services in determining
school system objectives and policies in connection with the types of
vocational and adult education services needed in the community. The committee
is concerned with training needs, curriculum, public relations, and similar
activities.

APPENDIX C

Illinois Eastern Community Colleges,
District #529

The District prepares one-and-five year plans covering such areas as planning
and evaluation, occupational program assessment and articulation, student.
services including counseling and placement, program management, personnel,
and community resources.

There is a Vocational-Technical Occupations Advisory Committee composed of
18 regular members and an alternate from each secondary school district
in the college district. This committee has power to appoint special
Occupational Program Advisory Committees to meet the needs of occupational
education. The Special Occupational Program Advisory Committees meet with
the instructors of the occupational program to advise, make recommendations
for upgrading the program and assist in evaluation, placement of students,
and follow-up.

30

APPENDIX D

New Jersey's County Career Education Coordinating Council

One council in each of New Jersey's 21 counties is responsible for preparing a Comprehensive County Plan for Career Development. Various representatives of education, business, industry, government, and labor participate in the comprehensive planning process. The planning model incorporates such steps as assessment of needs, identification of outcome and process goals, selection of alternative courses of action, and the specification of program priority areas.

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