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ABSTRACT

This first part of the congressional hearings held in Washington, D.C., in February 1981, to reauthorize the Vocational Education Act of 1963 contains 16 pieces of testimony about vocational education programs in different institutional settings. Individuals giving testimony include representatives of the following institutions: Des Moines Community College in Iowa; Helena Vocational Technical Center in Helena, Montana; The New York State Department of Education; Great Oaks Area Vocational Technical School in Cincinnati, Ohio; Harrisburg-Steelton-Highspire Area Vocational Technical School in Harrisburg, Pennsylvania; Lockport Township High School in Wausau, Wisconsin; Utah Technical College of Provo, Utah; Eastern Kentucky University; and Northern Burlington County Regional Senior High School of Columbus, New Jersey. Topics covered in the testimony include the scope, design, problems, needs, and outcomes of given programs. Services provided to adults, females, minority groups, and handicapped students are also described. (Part 2 of these hearings, which contains testimony on urban and rural vocational education, is available separately through ERIC--see note.) (MN)

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**HEARINGS ON REAUTHORIZATION OF THE
VOCATIONAL EDUCATION ACT OF 1963**

**Part 1: Vocational Education in Different
Institutional Settings**

**HEARINGS
BEFORE THE
SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION
OF THE
COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES**

NINETY-SEVENTH CONGRESS

FIRST SESSION

ON

H.R. 66

**TO EXTEND THE AUTHORIZATION OF APPROPRIATIONS
UNDER THE VOCATIONAL EDUCATIONAL ACT OF 1963**

**HEARINGS HELD IN WASHINGTON, D.C. ON
FEBRUARY 24 AND 25, 1981**

Printed for the use of the Committee on Education and Labor



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HEARINGS ON REAUTHORIZATION OF THE VOCATIONAL EDUCATION ACT OF 1963

Part 1: Vocational Education in Different Institutional Settings

TUESDAY, FEBRUARY 24, 1981

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:25 a.m. in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Hawkins, Miller, Kildee, Ratchford, Corrada, Williams, Washington, Goodling, Fenwick, DeNardis, and Roukema.

Staff present: John F. Jennings, counsel; Nancy Kober, staff assistant; and Richard DiEugenio, minority legislative associate.

Chairman PERKINS. Will the committee come to order. A quorum is present.

The Subcommittee on Elementary, Secondary, and Vocational Education is beginning hearings today on the reauthorization of the Vocational Education Act.

The Vocational Education Act of 1963, as amended by the Education Amendments of 1976, expires at the end of fiscal year 1982. To prepare for legislation to extend and amend this act, the subcommittee plans to conduct many hearings over the next several months.

These hearings will cover all the major issues involved in reauthorization and will be broken down into topics to give a structure to the hearing schedule. It is my hope that these hearings will provide us with a comprehensive body of information and recommendations, upon which we can draw to draft a reauthorization bill.

I have already introduced a bill, H.R. 66, to extend the act and make it a permanent program. This bill is a simple extension bill and makes no amendments to the act. However, it could be used later as a vehicle for subcommittee markup of more substantive legislation.

When the subcommittee conducted oversight hearings on vocational education last year, one of the points that made an impression on me was the great diversity that exists within the vocational education system.

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The purpose of the hearings this week and part of next week is to take a closer look at the diverse settings in which vocational programs operate. Therefore, we will be hearing testimony during the next 4 days about vocational education programs in different institutional settings, at different levels of instruction, and in different types of localities. I look to these hearings to provide the subcommittee with a general background so we can better understand specific problems that come up later in our hearings.

[Text of H.R. 66 follows:]

97TH CONGRESS
1ST SESSION

H. R. 66

To extend the authorization of appropriations under the Vocational Educational Act of 1963.

IN THE HOUSE OF REPRESENTATIVES

JANUARY 5, 1981

Mr. PERKINS introduced the following bill; which was referred to the Committee on Education and Labor

A BILL

To extend the authorization of appropriations under the Vocational Educational Act of 1963.

- 1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That (a) Section 102(a) the Vocational Educational Act of
4 1963 is amended by inserting immediately after "fiscal year
5 1982" the following: "and for each succeeding fiscal year".
6 (b) Section 102(b) of such Act is amended by inserting
7 immediately after "fiscal year 1982" the following: "and for
8 each succeeding fiscal year".

1 (c) Section 102(c) of such Act is amended by inserting
2 immediately after "fiscal year 1982" the following: "and for
3 each succeeding fiscal year,".

4 (d) Section 102(d) of such Act is amended by striking
5 out "each fiscal year ending prior to October 1, 1982," and
6 inserting in lieu thereof "each succeeding fiscal year".

7 (e) Section 105(f)(1) of such Act is amended by inserting
8 immediately after "fiscal year 1982" the following: "and for
9 each succeeding fiscal year".

10 (f) Section 162(c) of such Act is amended by striking out
11 "the fiscal years ending prior to September 30, 1982" and
12 inserting in lieu thereof "the succeeding fiscal years".

13 (g) Section 183 of such Act is amended by inserting
14 immediately after "September 30, 1982" the following: "and
15 for each succeeding fiscal year".

16 (h) Section 192 of such Act is amended by inserting
17 immediately after "fiscal year 1981" the following: "and for
18 each succeeding fiscal year".

19 SEC. 2. The amendments made by this Act shall be ef-
20 fective October 1, 1981.

○

Chairman PERKINS. Today we have a distinguished panel of educators representing different types of institutions involved in vocational education, as well as different levels of instruction, including secondary, postsecondary, and adult. Tomorrow we will hear from witnesses representing different types of area vocational schools.

I would like to mention that in addition to the fine witnesses we have scheduled for this week and next week, we had invited several other knowledgeable people who were not able to come because of tight local budgets. Therefore, I would encourage anyone who has an interest in the topics we are considering and who cannot testify in person to submit written comments for the hearing record.

And I do want to say that we will make every effort to accommodate everyone who wants to be heard and is interested in the legislation.

Our first witness this morning is Mr. James Naylor, administrative assistant to the superintendent, Lockport Township High School, Lockport, Ill. We will just let you come around as a panel. Come around Mr. Naylor, and take a seat there at the table.

And Dr. Dwight Davis, from North Central Technical Institute, district director, from Wisconsin; and Dr. John Rowlett, from Eastern Kentucky University. You come around, too, Dr. Rowlett, and Dr. Roger Plothow, director of continuing and extended day division, Utah Technical College.

All of you come around. We will hear first, as your names are listed, from Mr. James Naylor. Identify yourself for the record. And without objection, all the prepared statements will be inserted in the record. And proceed in any manner you prefer, Mr. Naylor. Go ahead.

[The prepared statements of Messrs. Naylor, Davis, and Plothow follow:]

PREPARED STATEMENT OF JAMES M. NAYLOR, ADMINISTRATIVE ASSISTANT TO THE
SUPERINTENDENT, LOCKPORT TOWNSHIP HIGH SCHOOL, LOCKPORT, ILL.

Mr. Chairman and members of the subcommittee. It is with a great deal of pleasure that I provide this testimony on behalf of vocational education.

I will attempt to limit my remarks, for the most part, to the status and concerns of vocational education in Lockport, Illinois, and in comprehensive high schools in the State of Illinois.

While my primary concern and knowledge centers around the vocational programs and students in Lockport, Illinois, I also have considerable background and knowledge concerning other secondary programs in the State.

I have taught and administered vocational programs at various levels for over fifteen years. Other experiences include service on numerous state and local committees and task forces that have dealt with such topics as state legislation for vocational education, CETA linkages, Home Economics curriculum, Industrial teacher preparation, curriculum materials, preparing women and minorities for leadership roles in vocational education, career education, and pre-employment and job placement.

Perhaps my best experience, however, is that I have served as a team leader for a state on-site evaluation system that, over the past ten years, has allowed me to conduct comprehensive evaluations of the vocational programs in nearly thirty other secondary districts in Illinois. I am presently serving as Public Information Chairperson for both the Illinois Council of Local Administrators of Vocational, Technical and Career Education and the Illinois Vocational Association. I am particularly pleased to have had the opportunity for the past several years to work with Congressman George M. O'Brien of the Illinois 17th District and his staff on concerns relating to vocational education.

Lockport is a small historic city on the old Illinois-Michigan Canal about thirty miles southwest of Chicago and just north of Joliet, Illinois.

Lockport Township High School is reasonably typical of a larger comprehensive high school district in Illinois. The district serves a student population of about 2,400 students, grades nine through twelve. The Lockport community encompasses the City of Lockport and the surrounding rural and suburban area with a total population of about 40,000. The population includes a spectrum of racial and ethnic minorities and a typical cross section of disadvantaged and handicapped students.

Because of its proximity to the heavily industrial community of Joliet, the school district has historically supported strong vocational programs directed toward business and manufacturing skills. The district presently supports twenty vocational programs in the areas of Agriculture, Business Marketing and Management, Home Economics, Industrial and Health. These programs enroll male and female students, handicapped, disadvantaged and limited English speaking ability students, as well as minority students.

Fully seventy-five percent of Lockport students take one or more courses in vocational education and well over fifty percent of the students enter employment upon graduation. Last year 450 Lockport students completed a program of vocational education. These programs are as follows:

Auto Mechanics - A two-year program offered for two hours per day. This program enjoys high enrollment and equipment is just adequate.

Combined Metal Trades - A two-year program offered two hours per day. Enrollment is fair in this area but even the least capable graduates are easily employed. The equipment in this program is totally inadequate.

Drafting - A two-year program, offered two hours per day. Enrollment is only

fair in this program and employment has been adequate for the small number of graduates.

Electrical Occupations - A two-year program offered two hours per day. Enrollment is fair in this program with graduates employed in related occupations and many continuing their education. Equipment in this program is totally inadequate.

Construction and Building Trades - A high interest "showcase" two-year program offered for three hours per day. This year's project is a \$120,000 solar home. Graduates enter apprenticeship, military and work for local contractors. This instructor is a tradesman turned teacher and former president of his local union.

Cabinetmaking - A two-year, two hours per day program. The Joliet area has about twenty cabinet shops and when building is normal graduates are easily employed. This is one of only two or three such programs in the state.

Secretarial - A complete program offered with or without shorthand. Graduates are easily employed in the area. Major equipment purchases are needed for this program.

General Office Clerking - An office program that is more limited in the skills taught than Secretarial. Graduates with good competencies are easily employed.

Data Processing - A high enrollment program with many graduates continuing their education. Obsolete equipment and high teacher turnover have hindered this program. Major equipment purchases are needed to expand and strengthen this program.

Accounting - A one-year program popular with secretarial students; however, most completers continue their education at the community college or university.

Retail Trades - This is a cooperative education program that has no difficulty placing students in appropriate jobs.

Food Management - This is a popular program that is limited by inadequate facilities and equipment.

Fashion Merchandising - A recently revised program that has moved from production sewing to fashion merchandising. Evaluation of this new effort is being planned.

Horticulture - This is a relatively new program that is not totally implemented. The program has had no graduates yet, but employment opportunities in the area are very promising.

Occupational Homemaking - A program designed to teach homemaking skills. It enjoys good enrollment by males and females.

Cosmetology - A program that is contracted with a local cosmetology school. Graduates are eligible to be licensed by the State of Illinois.

Work Experience Cooperative Education Program (WCEP) - A special contracted cooperative education program for fourteen and fifteen year-old potential dropouts.

Cooperative Education - Cooperative education students are provided training in business and industry in the areas of Agriculture, Business Marketing and Management, Industrial, Home Economics and Health.

Area Vocational Center Programs - Instruction in Health Occupations, Graphic Arts, Food Service and Heating and Airconditioning are provided at a nearby area vocational center.

Work Study - About 75 eligible Lockport students are provided with jobs needed to help them continue their vocational training. This program could be significantly expanded if additional funds were available.

Graduates of our programs find jobs in the local area and evidence provided by advisory committees indicate employer satisfaction with our product. A recent newspaper story quoted an economist as saying about the Joliet area, "There is a

rich source of skilled labor that really doesn't need a heck of a lot of training," indicating that vocational training programs in the area are successful.

The success of vocational education in most communities in Illinois is easily documented. First, the statistical evidence exists and indicates the following in Illinois for FY 79: (The statistics for Lockport Township High School are very similar.)

- Over 50% of secondary vocational program graduates are employed full time.
- Another nearly 38% of secondary vocational program graduates are continuing their education.
- Only about 4% of secondary vocational program graduates are unemployed.

In Lockport, many individual cases could be cited. A recent graduate of our Building Trades Program is now a contractor and hires our graduates. A graduate of our Electronics Program is now a school board member and owns and operates a local electronics firm that employs 250 people.

At the state level, in FY 79, secondary schools received \$24,640,743 in federal and state funds.

For FY 79, Lockport Township High School received \$113,610 in state and federal funds, which did not include special contracts for Work Study, WECEP and In-Service Training. About 4.6% of the vocational education funds the district expended were federal, 9.2% were state and the remainder local.

About 22% of the students enrolled in vocational programs at Lockport Township High School are disadvantaged educationally or economically. The district provides extensive remedial instruction in the basic skills of reading and mathematics, as well as a full range of support services.

It may be useful at this time to indicate that the State of Illinois has

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developed a system of Area Vocational Centers that serve some of the secondary population and a system of community colleges that serve the vocational needs of the post-secondary and adult population.

Illinois Area Vocational Centers were developed to provide high cost, low incident vocational programs to those secondary students whose home high schools were unable, because of size, to provide such programs. From this need, a system of thirty-two centers serving 19,000 students has evolved. The majority of the state's population, with the exception of much of the Chicago suburban area, now has access to an area vocational center. And yet as costs increase, we have seen a decline in the number of students attending area vocational centers. Of about 570 school districts in the state that receive vocational funds, about 300 send students to an area vocational center. The centers provide students with vocational instruction part of the day while they continue to attend their home high schools.

In FY 79, the State of Illinois enrolled nearly 800,000 students in vocational education with over 550,000 of these at the secondary level. Of those enrolled at the secondary level, 531,000 were in programs at the comprehensive high school. It becomes very apparent that in Illinois the majority of students in vocational programs are at the secondary level in the comprehensive high school.

The publication Impact is attached to this testimony and provides an overview of vocational education in Illinois. It is a publication of the Illinois State Board of Education and is the vocational education annual report for FY 79.

At this point, I would like to describe some of the problems facing vocational education at the secondary level in Illinois and also provide some thoughts on possible solutions.

LOCAL CONCERN

Vocational programs in comprehensive high schools in Illinois are facing a crisis in their inability to maintain and improve facilities and capital equipment that reflects the current needs of business and industry. There is little opportunity to implement new programs that are needed when all available resources are needed for maintenance.

POSSIBLE SOLUTIONS

There is a definite need to provide support to maintain existing programs at the local level that are providing good basic skill training and while the majority of this maintenance will be from local and state funds, the federal role should continue to provide the state and local agencies with incentives that will insure that vocational programs at the local level are current and viable. In the case of Illinois, with its present funding structure, this may mean that federal dollars should be targeted specifically for new and replacement capital equipment. Another option, of course, is to insure that the state funding formula truly reflects the excess cost of vocational education. In order to dramatize this plight, I would cite the following information about Lockport Township High School, taken from recent testimony provided to the Illinois State Board of Education:

- The district is yet to be able to purchase its first microprocessor, yet they are becoming common in businesses.
- The district has no instructional word processing equipment, yet it is common in the businesses in which our students find employment.
- The district uses a ten-year-old minicomputer for instructional purposes. Ten years ago the district was envied for this bold step, yet today the equipment is obsolete and expensive to maintain.
- The district still trains students on pre-World War II machine shop equipment and local employers tell us our graduates need different skills.

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- It would take a minimum of \$100,000 to bring our electronics program in line with the needs of local business and industry.
- The results of a local Board of Education requested survey indicates a need for equipment expenditures for vocational programs of nearly one-half million dollars over the next five years just to maintain existing programs.

LOCAL CONCERN

There is little incentive for business, industry and unions to form a true partnership with schools and to meaningfully assist in training of young people. This is in spite of the fact that Lockport Township High School and virtually every other high school in the state have at least one active advisory committee.

POSSIBLE SOLUTION

Federal dollars could be used at the local level to assist business and industry in setting up training partnerships with schools that could include the training of class size groups of students at in-plant sites. Direct payment could then be made to business and industry as an incentive to hire the graduates of these programs. This suggestion is obviously more applicable to programs with very high cost equipment that becomes rapidly obsolete; i.e. Machine Trades. It is not as applicable to programs such as secretarial training. In brief, many innovative, locally adapted programs are possible if vocational educators are given the resources to form true partnerships with business and industry. It is my sincere belief that business and industry would rather deal with their local schools to solve training and unemployment problems than with the federal government via tax credits or CETA programs.

LOCAL CONCERN

There is presently a serious shortage of qualified vocational instructors.

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From a staff of thirty-five vocational teachers, Lockport Township High School lost three highly qualified teachers to industry last year alone.

POSSIBLE SOLUTIONS

This problem is, of course, related to the fact that business and industry attract vocational teachers with higher salaries and perhaps little can be done at the comprehensive high school level to combat this. However, higher salaries are only one factor. Another aspect of this problem is working conditions at the comprehensive high school level. If some federal dollars could be targeted to provide instructors opportunities to participate in in-service training and to conduct other activities such as job placement of graduates, and working with advisory committees, the role of the vocational teacher at the comprehensive high school would become more attractive.

LOCAL CONCERN

There is little incentive to insure articulation between the various agencies providing vocational training and between vocational programs and other agencies such as CETA, Job Service, community based organizations and local and state economic development agencies.

POSSIBLE SOLUTIONS

There are several possible solutions to this problem. First, there has been considerable cooperation between vocational education and CETA in Illinois. In the Lockport-Joliet area, several schools have formed a consortium to provide a CETA funded Youth Employment and Training Program that has received national recognition by the Department of Labor. In addition, this same consortium operates a vocational assessment center with 1% CETA linkage funds. The first program ever funded by the Will-Grundy CETA Prime Sponsor was an educational program for in-school youth. This activity took place for only one basic reason, CETA had resources to impact on the training of youth and

adults and the vocational education community needed those resources to supplement existing training efforts. Vocational educators in Illinois have demonstrated that they are capable of delivering services to CETA eligible youth and adults. It is now time to provide vocational education with the necessary resources to impact significantly on the vocational training needs of the country. Secondly, it seems it would be possible to reward effective planning and articulation with resources making it difficult for institutions to continue to unnecessarily duplicate programs and services while allowing other needs to go unmet.

LOCAL CONCERN

There has been much attention given to special populations in past legislation and we have made progress in serving these populations. However, at the high school level in Illinois, the methods of distribution of funds and the criteria have hindered the delivery of services.

POSSIBLE SOLUTION

Legislation and funding dealing with handicapped, disadvantaged and limited English speaking ability students must be better coordinated, allowing states more flexibility in this area. In the State of Illinois, many state and local resources are also directed to special populations. In addition, there must be adequate resources provided to truly serve the needs of special populations.

LOCAL CONCERN

There seems to be no other area of education that is held as accountable as vocational education. Present legislation has wisely provided for good local planning and accountability and this accountability should be reflected in future legislation. However, reporting requirements, without the resources for data collection, have been a burden on local districts. Fully half of the high schools in Illinois receive under \$10,000 in state and federal

vocational funds, yet are subject to the same data collection requirement.

POSSIBLE SOLUTIONS

In this area, resources could be provided to states to continue and intensify efforts in the areas of planning, local research, curriculum development, evaluation and in-service training. However, careful consideration should be given to data collection, the use of data, and resources for data collection.

LOCAL CONCERN

There is a lack of vocational guidance services provided for students at the comprehensive high school level. Virtually every high school in Illinois provides basic career information, and perhaps some testing and counseling, but services like job development and placement and adequate career counseling need improvement.

POSSIBLE SOLUTION

New legislation should identify vocational guidance services as a critical need and then provide adequate resources to the comprehensive high school so that career guidance cannot be viewed as another task that may get some attention after the other guidance services are provided.

The concerns of vocational education in the comprehensive high school may be the most difficult to address. Because of the nature of the institution, it is more difficult to concentrate resources on the needs of vocational education than in single purpose institutions like area vocational centers and technical institutes. But as I have pointed out earlier, the majority of students in Illinois received their vocational training at the comprehensive high school. So to ignore this delivery system or to suppose it will significantly shift toward single purpose institutions is, in my estimation, to turn our backs on a generation of young people desperately in need of current job skills.

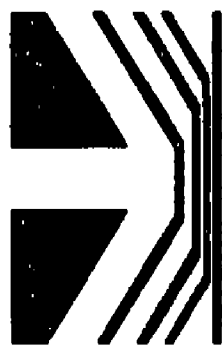
- 11 -

I respectfully urge you to develop legislation which will on one hand allow states flexibility and on the other hand be prescriptive enough to overcome the problems associated with vocational education in the comprehensive high school setting. And in addition, legislation is needed that will provide vocational education, for the first time, with the resources necessary to become a catalyst in the awesome task of serving special populations, and contributing to the reindustrialization and economic health of our country.

February 24, 1981

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**Vocational
Education
in Illinois
has**



IMPACT

Development of People

....Education is basic to employability in a technological age.

Growth in Productivity

....Competencies and attitudes of employees contribute to the production of goods and services.

Improvement of Economic Climate

....Availability of job training and retraining enhances competitiveness for attracting and retaining business and industry.

Alleviation of Societal Concerns

....Unemployment and underemployment create a social and economic blight that is more costly to remedy than to prevent.



People of all ages and all segments of the society need job training and retraining to realize their potential and their goals

Youth

Finding first jobs is extremely competitive in a labor market that has a high youth unemployment rate.

Vocational education helps youth to be more competitive in obtaining jobs.

Adults

Lifelong learning is essential for individuals in a rapidly changing technological society.

Vocational education provides assistance for employees needing to update their knowledge and skills, for individuals wanting to move up the job ladder, for persons desiring to change their careers and for adults entering or reentering the labor market.

Special Groups

Many disadvantaged and handicapped persons, limited English-speaking individuals, and racial and ethnic minorities are jobless and isolated from the mainstream of society.

Vocational education provides opportunities for them to acquire skills commensurate with their interests, abilities and needs.

Are you aware —

that the percentage of younger persons in the work force in Illinois will decline in the 1980's and 1990's?... that opportunities for adults to receive training and retraining will need to be expanded?

Age/Years	Projected Population in Illinois	
	1980	2000
15-24	7,543,272	6,175,878
15-24	28.1%	19.9%
25-34	24.8%	21.8%
35-44	17.4%	23.1%
45-54	15.4%	23.5%
55-64	14.3%	12.8%

Question: What is the State's most abundant resource?

Answer: People. Human resources, unlike natural resources, are not short in supply.



Vocational Education Works

Reduction of Stereotyping, Bias and Discrimination

Breakthrough

Society's traditional concept of the "proper" roles for men and women has had a direct influence on the education and careers of both sexes. However, the concept is being modified as societal changes are evolving. An increasing number of male and female students are enrolling in programs which prepare them for occupations that are more closely related to their interests and abilities, life styles, and financial needs.

According to the report of on-site evaluations of vocational education at 150 local educational agencies. . . .

98% of them had encouraged male and female students to enroll in non-traditional programs.

80% of them had made concerted effort to avoid cultural and sex biases in programs.

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Equal Options

The Illinois State Board of Education is committed to the provision of equal educational opportunities for all individuals. The following list provides examples of activities funded in fiscal year 1979 to reduce sex-role stereotyping, bias and discrimination in vocational education.

- ☐ 1,061,683 elementary level students participated in occupational information programs designed to increase their awareness of career opportunities and their understanding of personal interests and abilities.
- ☐ Three regional sex equity conferences were held for vocational educators, counselors and administrators.
- ☐ Fifty-two sex equity workshops were provided for local educational agencies by state sex equity personnel.
- ☐ Twenty-two locally conducted sex equity inservice activities were provided through request for proposal incentives.
- ☐ Inservice activities on sex equity and career education for local educational agency personnel were provided throughout the State by The Career Guidance Center Network.
- ☐ Sex equity materials were developed to assist local educational agencies in conducting inservice activities.

Enrollment Trends

Occupational Programs	1969			1979		
	M	F	Total	M	F	Total
Agricultural	98.1%	1.9%	23,847	80.8%	19.2%	35,702
Distribution	65.4%	34.6%	11,867	50.0%	50.0%	58,217
Office	23.6%	76.4%	55,839	29.9%	70.1%	251,791
Health	9.8%	90.4%	7,552	15.7%	84.3%	40,140
Occupation of Homemaking	4.5%	95.5%	67,142	20.6%	79.4%	40,541
Home Economics Occupations	17.8%	82.2%	4,617	14.7%	85.3%	80,793
Technical	94.8%	5.2%	8,502	82.3%	17.7%	23,670
Trades and Industry	87.9%	12.1%	53,423	86.7%	13.3%	248,938
Total	44.8%	55.4%	232,789	50.8%	49.4%	777,792

- ☐ A two-day sex equity inservice activity was conducted for state staff in the Department of Adult, Vocational and Technical Education.
- ☐ A proposed Five-Year Plan to Promote Sex Equity in Illinois Vocational Education Programs was developed and used as a major resource in planning.
- ☐ A model exemplary project for the elimination of sex discrimination and sex bias was conducted.
- ☐ Seventeen mini-grants were awarded as a part of the model exemplary project to Illinois educators for designing and developing resources, classroom activities and techniques that address sex equity and equal vocational opportunities.

Vocational Education Works

Vocational Education Prepares Persons to Enter and Progress in the Labor Market

Employment

A skilled person has a better chance than an unskilled person to have stable employment in today's machine-oriented, computerized, technological world-of-work.

Unemployment rates of vocational education graduates are lower than the State average rates for individuals within comparable age groups.

Job Satisfaction

A person who has marketable skills has a means for living a meaningful and productive life through either self-employment or working for an employer.

According to a survey of fiscal year 1978 graduates of occupational programs in public community colleges in Illinois, 82.6% of them were either satisfied or very satisfied with their jobs.

Income

The amount of income earned by an individual is generally related to the type and level of skills achieved, the extent of prior work experience and the prevailing wage rates in the geographic area.

For example, the annual median salary of fiscal year 1978 graduates of two-year associate degree programs in Illinois public community colleges was \$10,680 without prior employment and \$14,352 with prior employment. The annual median salary of graduates of certificate programs was \$8,328 without prior employment and \$13,428 with prior employment.

Job Success

The productivity of an individual is affected by his/her attitudes toward work, work habits, and ability to adapt to change as well as knowledge and skills.

Vocational educators utilize the results of employer follow-up surveys to improve occupational programs and learning experiences.

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**Results of a Employer Survey
Preparation of FY 1978 Graduates**

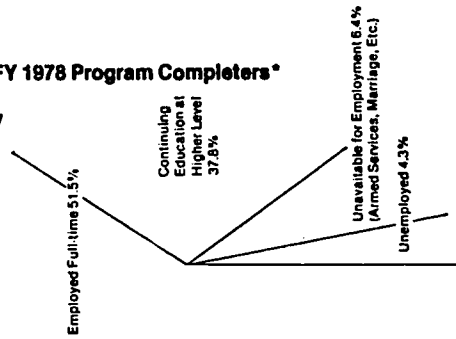
**Preparedness of Students*
(Percentage)**

<i>Characteristic</i>	<i>Well Prepared</i>	<i>Prepared</i>	<i>Somewhat Prepared</i>	<i>Poorly Prepared</i>	<i>Not Applicable</i>
Job know-how	30	45	18	4	3
Use of tools and equipment	28	48	20	0	6
Quality of work	28	47	21	6	0
Quantity of work	31	44	21	4	0
Cooperativeness	47	47	5	1	0
Recognition of authority	48	34	15	3	0
Dependability	55	27	14	4	0
Initiative	35	40	20	5	0
Appearance	39	45	13	3	0
Safety habits	33	45	14	1	7

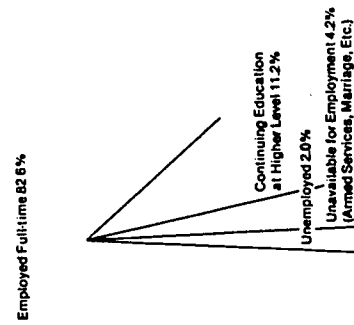
*Based on returns of 77 employers of students from the
J.B. Johnson Career Development Center

Status of FY 1978 Program Completers*

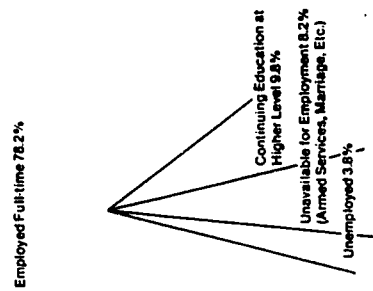
Secondary



Post-Secondary



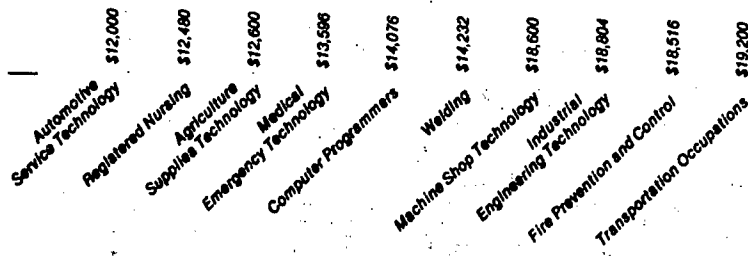
Adult



	Secondary	Post-Secondary	Adult
Number Completing Programs	91,903	20,242	8,085
Number Followed-up	71,210	13,803	3,195

*February, 1979

**Annual Median Salaries of FY 1978
Community College Graduates
(Examples: \$12,000 and Above)**



Automotive Service Technology	\$12,000
Registered Nursing	\$12,480
Agriculture	\$12,600
Medical Supplies Technology	\$13,596
Emergency Technology	\$14,076
Computer Programmers	\$14,232
Welding	\$18,600
Machine Shop Technology	\$18,804
Industrial Engineering Technology	\$18,516
Fire Prevention and Control	\$19,200
Transportation Occupations	

Source: News Release, Illinois Community College Board

**Examples of Jobs and Beginning Salaries
of Secondary Level Students
Completing Programs in FY 1979**

<i>Program</i>	<i>Job Title</i>	<i>Annual Salary</i>
Building Trades	Carpenter Apprentice	\$10,200
Cosmetology	Hair Stylist	\$13,000
Data Processing	Computer Operator	\$12,000
Environmental Control	Laboratory Technician	\$ 9,880
Food Service	Cook	\$13,000
Graphic Communications	Offset Printer Appren- tice	\$ 9,000
Heating/Air Conditioning/ Refrigeration	Heating Mechanic	\$15,600
Industrial Electrical Maintenance	Electrician Apprentice	\$13,104
Machine Shop	Fly Bore Operator	\$17,160
Media Production	Theatre Technician	\$ 7,800
Secretarial Office Occupation	Word Processor	\$ 8,320
Small Engine	Small Engine Mechanic	\$13,000
Welding	Mig Welder	\$12,480

Source: Adapted from the Newsletter of the Lake County Area Vocational Center by converting hourly, weekly and monthly salaries to annual salaries.



Vocational Education Works

Vocational Education serves people where they are with the programs they need

Reduction of Dropouts

Some 14 and 15 year-old students experience difficulty in school and are likely to become dropouts at age 16.

Special Work Experience and Career Exploration Programs (WECEP) provide opportunities for these students to have supervised work experience and related class instruction. Program coordinators' FY 1979 reports reveal the progress made by WECEP students during the year.

Enrollees
2170 Total number
60% Male
40% Female
100% Disadvantaged

Attendance (compared with previous term)

67% missed fewer days
7% missed the same number of days

Grade Point Average

69% raised GPA
11% maintained same GPA

Behavioral Problems

56% had fewer problems
27% had similar number of problems

Attitudes

77% Improved self-concept
76% Improved relationships with others
66% Improved attitudes toward study
66% Improved attitudes toward school

Progress Observed by Employer

70% became more cooperative with co-workers
58% showed more initiative
71% Improved ability to follow directions
67% Increased competency for completing job assignments

Education for Dropouts

High School dropouts are generally unsuccessful in finding employment except for short-term, dead-end, low-paying jobs.

Early School-Leaver (ESL) programs provide opportunities for these individuals to receive information on careers, assistance in developing employment survival skills, and on-the-job training. In addition, the students may take other programs such as remedial basic education. A summary of the FY 1979 program evaluations made by local coordinators indicates that students benefit from having another chance to obtain marketable skills.

Enrollees

573 Total number
49% Male
51% Female

56% Black, not Hispanic
37% White, not Hispanic
7% Hispanic

92% Disadvantaged
2% Limited English-speaking
6% Handicapped

Achievement

66% passed related class instruction
14% received sufficient credits to obtain high school diploma
27% passed General Education Development (GED) test
49% were gainfully employed upon leaving program
50% planned to take additional courses



Provided by
the Educational Community.....Through a Team Effort.....Toward a Common Goal.....Resulting in Employment.....

on a short term basis to meet specific training needs of (1) new business and industrial firms locating in Illinois and (2) established firms expanding or making significant changes as a result of the introduction of new materials, equipment and processes. In response to these needs HITS programs originated in FY 1978 and have continued to increase in numbers.

coordinated through the Illinois State Board of Education; the Illinois Department of Commerce and Community Affairs; the Illinois State Chamber of Commerce; and local educational agencies, community groups, and employers.

based on improving the educational, social and economic climate of communities and the lives of individuals living within them.

as evidenced by the filling of 570 new jobs by persons participating in HITS programs conducted in eleven communities in fiscal years 1978 and 1979.

Boosting the Economy of Communities.....

by increasing the amount of disposable income and the demand for added goods and services. Based on the information published by the Illinois State Chamber of Commerce in "What 100 Extra Jobs Mean to a Community," the 570 jobs should generate the following aggregate benefits to the communities:

Additional households	554
New residents (including 450 children)	2,001
More retail establishments	5 +
Other persons employed (in addition to the 570)	385
More personal income per year	\$11,172,000
More bank deposits annually	\$ 9,415,000
More retail sales annually	\$ 7,447,000

Increasing Local, State and Federal Revenue.....

as calculated from the growth in the number of households, personal income and retail sales. The estimated revenue generated as an outgrowth of the 570 jobs should have resulted in the following increments in fiscal year 1979.

Property Tax (7%)	\$ 483,457
State Income Tax (2.5%)	279,300
Federal Income Tax (13%)	1,452,380
Local Sales Tax (1%)	74,670
State Sales Tax (4%)	298,840
Total	\$ 2,598,647

What was the State's cost?

The Illinois State Board of Education invested \$141,419 in HITS in the 1978 and 1979 fiscal years resulting in the expenditure of \$248 per person. The benefits far exceeded the cost.

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Who ... Where ... How ... What
Vocational Education in Illinois in FY 1979

Persons Served

Elementary — 1,061,683
Secondary — 553,052
Post-secondary — 139,073
Adults — 116,873

*Racial/Ethnic Enrollments in
Occupational Programs (Data not
collected on short-term adults)*

American Indian/Alaskan Native
— .16%
Asian American/Pacific Islander
— .74%
Black, not Hispanic — 15.85%
Hispanic — 2.98%
White, not Hispanic — 80.25%

Delivery Systems

Occupational Information Programs

Elementary/Unit Districts — 431

*Occupational Orientation/Prepara-
tion Programs*

High School/Unit Districts — 569
Area Vocational Centers — 31
Community College Districts — 39
Universities — 2
State Agencies — 3
Department of Children and
Family Services
Department of Corrections
Department of Mental Health and
Developmental Disabilities

*Guidance, Counseling and
Placement Services*

Career Guidance Centers — 19
Local educational agencies

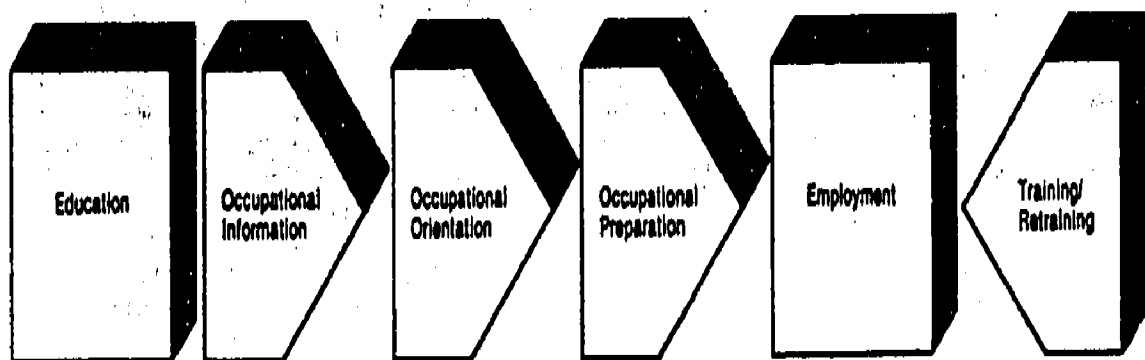
Type of Instruction

Classroom
Laboratory/Shop
On-the-Job Training
(Cooperative Education and
Internships)

Special Services and Activities

Support Services (For Special
Needs Students)
Work-Study (Financial Aid
Programs)
CETA Linkage
Illinois Associations of National
Vocational Student Organizations
Future Farmers of America
Future Homemakers of America/
Home Economics Related
Occupations
Distributive Education Clubs of
America
Future Business Leaders of
America/Phi Beta Lambda
Office Education Association
Health Occupations Students of
America
Vocational Industrial Clubs of
America
American Industrial Arts Students
Association

**Vocational Education: A Link Between Education
and the Employment Needs of Business and Industry**



Vocational Guidance, Counseling and Placement

Would you recommend your vocational program to other students?

That was the question posed to 11,885 students. Some 90.3% of them answered: "Yes."

FY 1979 Enrollments in Vocational Education Programs by Educational Level¹

	Secondary	Post-Secondary	Adult Long-Term	Adult Short-Term	Total	Special Needs ² Students
Occupational Programs						
Agricultural	29,502	3,791	442	1,967	35,702	(5,520)
Business, Marketing and Management						
Distribution	29,736	14,597	3,469	10,415	58,217	(8,353)
Office	177,347	47,146	8,883	18,435	251,791	(41,087)
Health	8,517	22,766	3,983	4,894	40,140	(5,173)
Home Economics						
Occupation of Homemaking	39,985	53	11	492	40,541	(9,245)
Home Economics Occupations	70,793	5,730	1,597	2,673	80,793	(21,013)
Industrial						
Technical	392	10,892	2,751	3,835	23,670	(1,970)
Trades and Industry	182,147	28,260	12,251	24,280	248,938	(48,397)
Other (Not Elsewhere Classified)	12,390	38	2,508	2,997	17,933	(12,558)
Sub-Total	550,809	139,073	35,855	69,968	795,725	(153,316) ³
Special Programs						
Consumer and Homemaking (Depressed Areas)	0	0	0	9,818	9,818	(9,818)
Displaced Homemakers	0	0	0	218	218	
High Impact Training Services	0	0	0	421	421	
Special Cooperative Education	2,243	0	573	0	2,816	(2,816)
Work-Study ⁴	(1,515)	(410)	0	0	(1,925)	((1,925))
Sub-Total	2,243		573	10,457	13,273	(12,634) ⁵
Total -- Vocational Education	553,052	139,073	36,428	80,445	808,998	(165,590)
Occupational Information (K-8)	0	0	0	0	1,081,683	
GRAND TOTAL	553,052	139,073	36,428	80,445	1,870,681	(165,590)

¹In FY 1979, data was collected in accordance with the federally mandated Vocational Education Data System. In making comparisons with previous years, consideration must be given to changes in definitions.

²Students in work study, which is a financial aid program, are also enrolled in an occupational program.

³Special needs data was not collected on adult short-term students except in some special programs and on elementary students.

⁴Total number of persons (29,794 handicapped, 2,499 limited English-proficiency, 121,093 disadvantaged)

⁵Total number of persons (107 handicapped, 12 limited English-proficiency, 12,515 disadvantaged)

FY 1979 Enrollments in Occupational Education Programs*

Agriculture

Total	35,702
Orientation Level	18,878
Skill Level	16,824

Agricultural Production	5,346
Agricultural Supplies/Services	2,134
Agricultural Mechanics	4,083
Agricultural Products	89
Ornamental Horticulture	4,811
Agricultural Resources	557
Forestry	24

Distribution

Total	58,217
Orientation Level	17,419
Skill Level	40,798

Advertising Services	783
Apparel & Accessories	527
Automotive Sales	146
Finance & Credit	1,531
Floristry	53
Food Distribution	688
Food Services	2,044
General Merchandise	15,196
Hardware, Building Materials	123
Home Furnishings	153
Hotel & Lodging	183
Industrial Marketing	1,501
Insurance	225
Personal Services	365
Petroleum Marketing	42
Real Estate	7,958
Recreation & Tourism	552
Transportation	857
Retail Trade	2,905
Small Business Management	5,189
Other Distributive Education	28

Health

Total	40,140
Orientation Level	10,639
Skill Level	29,501

Dental Assisting	788
Dental Hygiene (Associate Degree)	579
Dental Laboratory Technology	181
Medical Laboratory Assisting	1,412
Nursing (Associate Degree)	10,952
Practical Nursing	4,481
Nursing Assistant	1,448

Surgical Technology	280
Rehabilitation Aide	191
Occupational Therapy Aide	189
Physical Therapy Aide	315
Radiologic Aide	74
Radiologic Technology	1,188
Nuclear Medical Technology	58
Ophthalmic	42
Environmental Health	67
Mental Health Technology	802
Health Care Aide	1,966
Inhalation Therapy Technology	914
Medical Assisting	220
Health Aide	605
Medical Emergency Technician	875
Food Service Health Supervision	208
Mortuary Science	52
Electro Cardiograph Technician	37
Geriatric Aide	43
Medical Records	317
Dietary Aide	1,305
Paramedic	75
Other Health	81

Home Economics Occupations

Total	80,793
Orientation Level	48,225
Skill Level	32,568

Home Economist Assisting	508
Child Care	13,803
Clothing Mgt., Prod. & Services	5,863
Food Mgt., Prod. & Services	11,542
Home Furnishing, Equip. & Services	840
Instlt. & Home Mgt. & Services	311

Occupation of Homemaking

Total	40,541
Orientation Level	35,638
Skill Level	4,903

Office

Total	291,791
Orientation Level	109,386
Skill Level	142,406

Accounting & Computing	40,220
Business Data Processing Systems	8,867
Computer & Console Operations	905
Keypunch & Peripheral Eqp't. Opr.	1,181
Computer Programming	12,357
Systems Analysis	34

Filing, Office Machines, Clerical	10,963
Information Communications	138
Stock & Inventory Clerking	172
Traffic, Rate, Trans. Clerking	280
Other Materials Support	94
Personnel & Training	1,715
Executive Secretarial	2,028
Secretarial	41,375
Stenography	2,557
Administrative Assisting	8,173
Clerical Office Supervision	285
Clerk-Typist	9,515
Typist	1,636
Other Office	1,038

Technical

Total	23,870
Orientation Level	4,702
Skill Level	18,968

Aeronautical Technology	26
Architectural Technology	1,801
Automotive Technology	1,817
Chemical Technology	30
Civil Technology	168
Electrical Technology	244
Electronic Technology	4,518
Electromechanical Technology	327
Environmental Control Technology	79
Industrial Technology	782
Mechanical Technology	1,752
Metallurgical Technology	69
Nuclear Technology	86
Petroleum Technology	230
Scientific Data Processing	36
Coal Mining Technology	3,038
Commercial Pilot Training	299
Fire & Fire Safety Technology	1,345
Forestry Technology	74
Police Science	1,430
Occupational Health & Safety Tech.	89
Air Pollution Technology	42
Water & Waste Water Technology	322
Quality Control Technology	80
Plastics Technology	183
Radio & TV Engineering Assisting	339
Other Technical	171

Trades and Industry

Total	248,938
Orientation Level	130,042
Skill Level	118,896

Air Conditioning	1,984
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Appliance Repair	212
Automotive Services	3,839
Body & Fender Repair	2,898
Auto Mechanics	14,011
Aviation Occupations	1,427
Business Machine Maintenance	162
Commercial Art Occupations	2,858
Commercial Photography	1,128
Construction & Building Trades	12,973
Carpentry	2,519
Construction Electricity	787
Masonry	359
Plumbing & Pipefitting	348
Other Const. & Maint. Trades	483
Custodial Services	711
Diesel Mechanic	542
Drafting Occupations	10,031
Electrical Occupations	1,819
Electronic Occupations	5,153
Foremanship, Supervision & Mgt.	1,379
Graphic Arts Occupations	5,213
Instrument Maintenance & Repair	175
Machine Shop	5,133
Machine Tool Operation	466
Combined Metal Trades	3,232
Sheet Metal	739
Welding	8,864
Tool & Die Making	1,359
Other Metalworking Occupations	111
Barbering	134
Cosmetology	4,045
Plastics Manufacturing	332
Emergency Preparedness	777
Fire Prevention & Control	6,204
Law Enforcement	8,583
Other Public Service Occupations	152
Refrigeration	428
Small Engine Repair	782
Upholstering	258
Millwork & Cabinet Making	3,340
Coal Mining Occupations	177
Hospitality Occupations	87
Other Trade & Industrial	798

Other (Not Elsewhere Classified)

Total	17,933
Orientation Level	11,533
Skill Level	6,400

*Excludes enrollments in Special Programs
Orientation Level - Typically 9th and 10th grades
Skill Level - Typically 11th grade and above
Enrollments by Program - Skill level only

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FY 1979 Federal and State Disbursements for Vocational Education

Program/Purpose ¹	Federal	State
Subpart 2 — Section 102(a)		
Vocational Education ²		
Programs	\$ 12,721,507	\$ 25,747,248
AVC Equipment	484,212	
CC Equipment	912,688	
Vocational Education ³		
Special Adult	18,536	
Limited English-Proficiency	141,984	
Special Cooperative Ed. (Disadvantaged)	558,240	
Special Cooperative Ed. (Handicapped)	29,135	
Energy Education	33,611	
Displaced Homemakers	42,468	
High Impact Training	108,478	
Work-Study	819,697	
AVC/Area Development		
Planning	87,059	
AVC Initial Equipment	377,072	
State Administration	1,187,989	812,994
Sex Equity Personnel	49,430	
Evaluation	228,048	
Subpart 3 — Section 102(a)		
Research	788,873	
Exemplary and Innovative	1,218,910	
Curriculum Development	328,141	
Guidance and Counseling	871,509	
Personnel Training	1,147,685	
Sex Bias Grants	95,317	
State Administration	361,064	240,703
Subpart 4 — Section 102(b)		
Special Cooperative Ed. (Disadvantaged)	881,138	
Subpart 5 — Section 102(c)		
Occupation of Homemaking	829,342	
Outreach Programs	887,518	
State Administration	63,808	63,808
Other Expenditures		
Student Organizations		60,088
Occupational Information		1,063,164

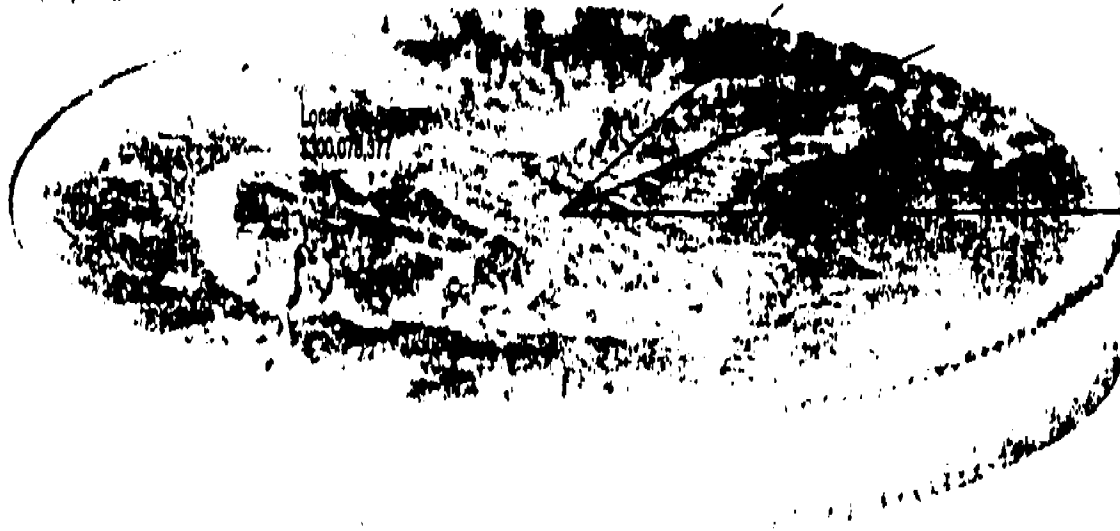
¹ Refer to P.L. 94-482 for funding categories and priority programs

² Formula-funded programs including industrial arts

³ Programs funded through special funding agreements only; additional funds for target groups included in formula distribution

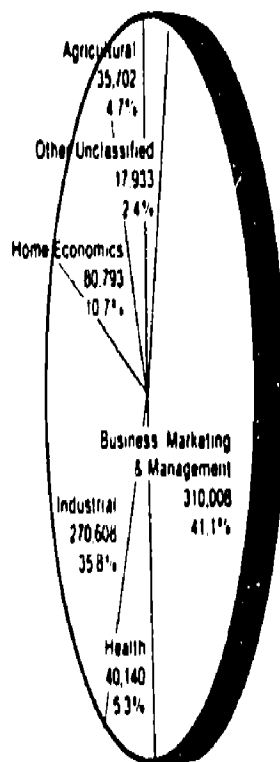
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Financial Support for Occupational Programs in FY 1979*
Federal (Subpart 2), State and Local Funds



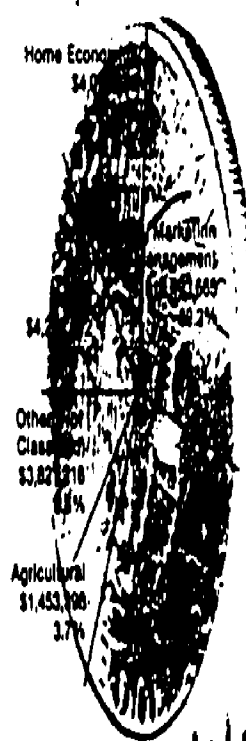
*Formula-funded programs only

Enrollments by Occupational Area in FY 1979*
Subpart 2, Formula-funded Programs



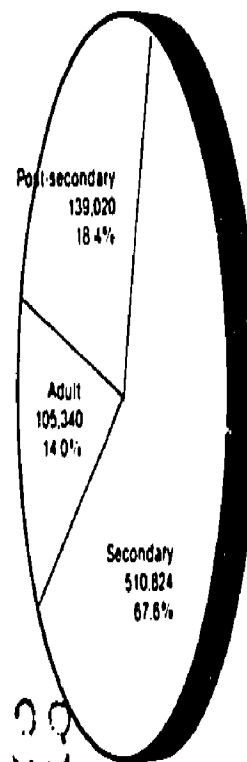
*Excludes 13,273 students in Subpart 2 special programs and 48,341 students in Subpart 5 adult level programs for the occupation of homemaking.

Reimbursement by Occupational Area in FY 1979*
Federal (Subpart 2) and State Funds



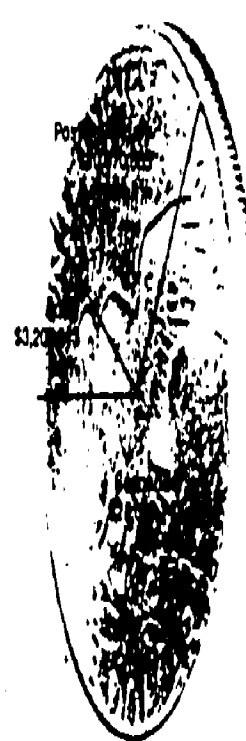
*Total amount of \$38,821,441 for formula-funded programs minus \$382,088 for adult adjustments equals the expenditure of \$38,439,353.

Enrollments in Occupational Programs by Level in FY 1979*
Subpart 2—Formula-funded Programs



*Excludes enrollments in Subpart 2 special programs and Subpart 5 adult level programs for the occupation of homemaking.

Reimbursement for Occupational Programs by Level in FY 1979*
Federal (Subpart 2) and State Funds



*Total amount of \$38,821,441 for formula-funded programs minus \$382,088 for adult adjustments equals the expenditure of \$38,439,353.



Advisory Committees/Councils

The Illinois State Board of Education involves representatives of education, government, labor, business, industry and other groups in an advisory capacity. They provide a forum for addressing current educational, societal, and economic issues and ways that vocational education may impact on them. The following committees/councils were active during the fiscal year:

- ☐ State Advisory Council on Adult, Vocational and Technical Education
- ☐ Interagency Committee for the Development of the FY 1980 State Plan for Vocational Education and the FY 1978 Accountability Report
- ☐ Illinois Occupational Information Coordinating Committee
- ☐ Illinois Employment Training Council
- ☐ Illinois Vocational Association and affiliated organizations
- ☐ Illinois Coordinating Council for Vocational Student Organizations
- ☐ University Occupational Education Liaison Council
- ☐ Occupational Education Committees (Agriculture; Business, Marketing and Management; Health; and Home Economics)
- ☐ Joint-Staff (University and State Board) Occupational Education Councils (Agriculture; Business, Marketing and Management; Home Economics; and Industrial)

Public Hearings

The Illinois State Board of Education conducted three public hearings on the FY 1980 State Plan for the Administration of Vocational Education and the FY 1978 Accountability Report.

The public hearings provided opportunities for interested persons to ask questions, express concerns, and submit suggestions on vocational education in Illinois. In order to obtain additional information, State Board staff attended public hearings conducted by the State Advisory Council on Adult, Vocational and Technical Education.

Consultative Services

The Illinois State Board of Education provided consultative services to assist local educators in improving and expanding vocational education opportunities. The services related to such activities as program planning and evaluation, facility development, the provision of services for special needs students, the provision of equal educational opportunities for all students, and the utilization of local advisory committees. State Board staff made approximately 1,700 contacts in the field in addition to providing consultative services at the office and by telephone.

Evaluation

The Illinois State Board of Education continued the Three-Phase Evaluation System for Occupational Education. The system includes the evaluation of local plans for vocational education, locally directed evaluations, and on-site team evaluations. In FY 1979, on-site evaluations were conducted at 150 local districts through the effort of approximately 900 team members and 44 team leaders. Team members included persons from labor, business and industry as well as educators and former students. On-site evaluations will have been conducted at all districts within a five-year period for the purpose of improving programs.

Projects/Activities

In FY 1979, the Illinois State Board of Education supported the following projects and activities to improve vocational education.

Research

(27 program improvement projects involving curriculum materials for new and emerging occupations; dissemination and diffusion activities; and assessment of vocational education programs, activities and delivery systems)

Exemplary/Innovative Projects

(28 projects on programs for special needs groups such as disadvantaged and handicapped persons and Native Americans, activities to broaden the occupational horizons of youth, and programs relating to specific occupational areas)

Curriculum Development

(14 competency-based curriculum projects relating to a variety of occupational programs)

Personnel Development

(52 inservice projects to meet the needs of local vocational education staffs and 48 state-wide projects to meet specific needs of various groups of vocational educators)

Equal Education Opportunities

(2 projects including the development of sex-equity materials and a model sex-equity program)

East Central Curriculum Management Center

(a project funded by a special Federal grant for serving educators through searches for materials, workshops on curriculum products and practices, and the dissemination of loan copies of curricula and other instructional materials)

Examples of Projects/Activities

Approximately 60 different materials were developed through the Network of Occupational Education Programs for Handicapped and Disadvantaged Students, and 60,000 copies were disseminated to Illinois educators through inservice activities.

About 35,000 young adults engaged in production agriculture and agribusiness were involved in a Young Farmer Program which addressed issues important to the individuals and the economy.

A total of 500 high school students had opportunities to "try" jobs related to their occupational interests in their communities as a result of nine pilot Experience-Based Education Programs for which credit was given.

Thirty mini-projects were conducted in southern Illinois to improve vocational education programs taught by 517 instructors and serving about 11,400 students in grades K-14.

Copies of an instructional program designed to provide students with skills needed for occupational survival were disseminated for use by approximately 2,000 teachers.

As the result of a professional development activity, fifteen persons, including women and members of minority groups, pursued graduate work in vocational education administration designed to meet their special needs and leading to Level I and Level II Administrative Endorsements.

Through 48 workshops -- 10 in Chicago and 38 downstate -- about 6,000 instructors, guidance personnel and placement specialists received information and materials related to the Pre-employment and Placement Project: an activity designed for streamlining and coordinating placement services and assisting students to develop attitudinal and cognitive skills needed for seeking and keeping jobs.

A total of 250 vocational teachers having temporary and provisional certificates were involved in a special teacher education program to assist them in becoming eligible for standard teaching certificates.

Approximately 4,000 copies of competency-based curriculum guides in six occupational areas were printed in FY 1979 for dissemination to vocational educators.



Major Concerns

1

Instability and Inadequacy of Funding

The increases in Federal and State monies for vocational education in Illinois have lagged behind annual inflation rates and increasing enrollments. As a result, local expenditures for vocational education must increase disproportionately just to maintain programs. Introducing new curricula and updating equipment to keep abreast of technological advances and changing labor force needs require a capital outlay beyond the ability of local districts.

Recommendation

Establish a State funding base for vocational education and increase the appropriation as needed to reflect inflation rates and student enrollments.

2

Proliferation of Systems Involved in Vocational Education

Federal strategies for meeting the unemployment problems of youth and disadvantaged adults have resulted in a proliferation of systems involved in vocational education. Many of the systems are outside the realm of education. Consequently, efforts to remediate the critical unemployment issue are fragmented.

Recommendation

Future Federal and State policies and legislation should provide greater use of existing educational systems to address the unemployment problems of youth and adults. Investment in the established educational systems to provide the programs that are needed is more economical than creating additional systems for providing similar services.

The educational and political communities in Illinois should mutually establish priorities for the development of the State's goals for the education of individuals to meet the employment needs of the State.

3

Articulation between Educational Agencies and between Business, Industry, Labor, Government and Education

Educators are increasingly held accountable for addressing the social and economical problems facing communities, the State and the nation. At the same time, preparing, upgrading and retraining persons for employment is becoming more complex. New areas of competence are being demanded of workers as a result of automation, needs for new sources of energy, increases in service-oriented occupations, the relocation of business and industrial firms and other developments.

Recommendation

The State should intensify its efforts to more accurately project labor force supply and demand data. The Illinois State Board of Education and local educational agencies cannot make adequate plans for significant changes in programs to meet labor force needs unless reliable data is available. Local educational agencies cannot carry out plans for new programs that require an initial outlay of expensive equipment unless adequate resources are available. Planning for and initiating major program changes necessitate articulation at various educational levels, including the preparation of instructors, and with representatives of business and industry.

4

Limited Program Opportunities

In some areas of the State, especially in rural and depressed areas, the number and type of vocational education opportunities are significantly limited. As a result, all students within the State do not have equal options for developing skills commensurate with their interests and abilities.

Recommendation

The State should support a plan for increasing the availability of a wider range of programs where opportunities are limited.

PREPARED STATEMENT OF DR. DWIGHT E. DAVIS, DISTRICT DIRECTOR, NORTH CENTRAL
TECHNICAL INSTITUTE, WAUSAU, WIS.

The perspective of my remarks is that of a chief executive officer responsible for a postsecondary vocational, technical and adult education institution organized to serve a ten county area in north central Wisconsin. The district for which I am responsible is one of sixteen such districts covering every square mile of the state of Wisconsin. (See attached map of Wisconsin VTAE districts - Exhibit A.)

Although the vocational, technical and adult education effort in Wisconsin dates back to 1910, the districts as they exist today were created by combining the efforts of city and county vocational schools into larger service areas after the Vocational Education Act of 1963. This important federal initiative to expand vocational education through financial assistance for equipment, facilities, curriculum development, and research gave new impetus to education focused on meeting Wisconsin's and the nation's need for better trained workers. Today, Wisconsin has thirty-seven major campuses and six hundred training sites in operation for the delivery of job training at the postsecondary level. (See Exhibit B - Wisconsin VTAE District Training Center Locations.)

The dramatic success of the postsecondary vocational education delivery system in Wisconsin is evidenced by the following statistics:

- a. Enrollment in a decade more than doubled (from 190,000 people in 1967-68 to 485,000 in 1980-81). Codifying this statistic in another way, one out of every eight persons of voting age enrolled in a vocational, technical and adult education district this past year.

These data are even more significant when one recognizes that attendance at Wisconsin's postsecondary vocational education centers is totally elective.

- b. Each year a followup study is done of Wisconsin's VTAE graduates, and last year this followup study showed that 94% of the graduates were employed upon graduation and 90% of these individuals stayed in the state of Wisconsin.
- c. The curriculum of the Wisconsin VTAE districts is comprehensive--with 346 instructional programs available statewide.

Training for skilled occupations such as welding, auto mechanics, agriculture, and the like is available through 19 two-year diploma programs and 115 one-year diploma programs. Training is also provided in technical or para-professional fields such as electronics, data processing, nursing, etc., through 137 associate degree programs. In addition, 75 less than one-year programs are offered in areas such as nursing assistant, fire training and police recruit training.

The previous program listing does not include the variety of different continuing education programs including apprenticeship training, emergency medical training, training programs for municipal employees, consumer and homemaking classes, general education development services, special training programs for the handicapped and special training for business and industry. This diversity of training opportunity reflects the diverse training needs of the state and supports the relevancy and responsiveness of Wisconsin's vocational, technical and adult education districts.

- d. The growth of vocational education enrollments and the diversity of training opportunities have been provided for in modern up-to-date facilities. The construction of these facilities has represented an important shared investment utilizing federal, state and local financial resources.

The Role of Federal Investment

Initiative in Vocational Education

While it is often "good sport" for those of us at the local level to criticize the involvement of federal government, most of us pressed cannot deny the positive impact that federal investment and policy initiatives have had on the successful direction of our vocational education delivery system in Wisconsin in recent history. The emphasis of the Vocational Education Act of 1963 was on facility and curriculum development in the interest of expanding vocational opportunity. Subsequent amendments have stressed equity considerations in the interest of expending services to minorities, handicapped

persons, disadvantaged, and women. I submit that we would not be addressing the needs of these audiences to the extent that we are, were it not for the encouragement provided through federal investment and initiative. Wisconsin's postsecondary schools serve approximately 6,000 handicapped persons each year--5.5% of the total degree or diploma program enrollees. Districts such as my own have specialized services for people with particular handicaps--our work in mainstreaming visually and hearing impaired students is considered so exemplary we are now building a special training center totally financed through federal grants and private gifts.

Approximately one-fourth of those students enrolled in degree and diploma training programs in Wisconsin vocational schools are classified as disadvantaged under the provisions of the Vocational Education Act.

The enrollment of women, including an ever-growing incidence of women in nontraditional, now comprises approximately 42% of the enrollment in degree and diploma programs. If one were to consider the enrollment in continuing education, the percentage of females exceeds 50%. Services to Older Americans is also growing rapidly.

The federal investment in Wisconsin's vocational education via the Vocational Education Act now totals over \$14,000,000 (79-80). Of this amount, 60% is dedicated to postsecondary purposes and the remainder to secondary services. At my institution, federal Vocational Education Funds totaling \$450,000 (79-80) are being used to: a) offer vocational assessment services; b) operate Women's Development Center; c) operate a mobile classroom to reach sparsely populated areas of our district; d) offer special services to the visually

and hearing impaired; and other specialized services designed to enhance the opportunity of the handicapped, disadvantaged, and minority group members to take advantage of vocational education.

From these data, I think it is clearly demonstrated that the federal investment has made a difference. Because it has, it is important that that investment continue in the interests of meeting the ever-changing challenges of preparing people for the dynamic world of work.

What Role Should the Federal Government
Play in Vocational Education in the Years Ahead?

As our nation struggles with the problems of inflation, decreases in productivity, and the need to cutback on many publicly financed social services in the interest of living within our means, it has become characteristic for various interest groups to defend their cause and suggest that adjustments be made elsewhere. At no surprise to you, I, too, fall in this camp. It is my conviction that public investment in education and most assuredly in vocational education pays dividends far beyond the investment. Looking at our state alone, one need only ask: What would the productivity of the more than 450,000 individuals who enrolled in our district schools last year be were it not for the training they received? The fact that persons come to our schools to benefit from our training in ever-increasing numbers each year, the fact that they are placed in good jobs earning wages above the area average all suggest that the education they receive is of value both to their employers and to society as a whole. I submit that it is through vocational education that we are investing in our future economic health.

At this time in our history, it is more necessary than at any point in modern times that we invest in the training and upgrading of our citizens. Our times are characterized by rapidly advancing technology and the need for reindustrialization so that American industry can again compete effectively in the world marketplace. These two challenges cannot be addressed without a continued investment in work force development.

Because I feel there is a need to expand vocational education opportunity, I would suggest that many of the initiatives of the Vocational Education Act of 1963 be revitalized--emphasizing curriculum development, facility updating, staff developing--to be sure that what has been achieved over the past fifteen years is maintained. Specifically, I would recommend targeting resources toward:

- a. Providing partial support for equipment replacement especially in dynamic technologies (electronics, laser, data processing, etc.), facility remodeling, and new facility construction to accommodate training programs in emerging technologies. The concern for facilities is basic to offering quality vocational education programming. Especially in dynamic technologies, the continued need to upgrade equipment is becoming an increasingly critical problem for schools. All schools are finding the resources for such investments to be diminishing at the federal, state and local level. The emphasis of funding at all levels has shifted heavily to concerns for equity and access away from a concern for the physical necessities to support quality vocational instruction. In addition to updating existing

equipment, the need to invest in facility construction and new equipment for new programming addressing emerging technologies.

To address this issue, consideration should be given to incentives for the private sector to participate financially in equipment updating.

- b. Supporting a portion of the curriculum development costs associated with the more dynamic or emerging technologies.
New program development and/or updating of programs such as electronics, data processing, laser technology, and health occupations require a substantial investment of staff time. Typically, the sources of revenue a school receives are based upon student contact time, thereby making it difficult for educational institutions to release faculty members from student contact to undertake important curriculum development activity. The costs of staff time as well as the employment of necessary outside experts is critical to maintaining quality and relevant curriculum.
- c. Creating a funding program to assist with instructor upgrading, especially in dynamic or emerging technologies. Much the same as the conditions prevailing with expenditures for curriculum development, expenditures for staff development are seldom rewarded through the various aid structures operating at the state and local level. Incentives should be provided through federal support initiatives that would allow for more substantial investments in the retraining and upgrading of vocational faculty. Consideration should

given to incentive programs that would involve the private sector in exchange relationships and/or retraining opportunities for faculty members.

- d. Encouraging retraining and upgrading Programs for adult workers. Incentive programs that facilitate working arrangements between educational institutions and employers should be considered in the interest of targeting activity to maintain the employability of the current work force as well as bringing individuals, especially women and older citizens, into the work force.

Advancing the priorities I have should not be interpreted as minimizing the importance of maintaining and expanding services to special needs groups. However, I feel strongly that if we do not give priority to maintaining the relevance of our facilities, curricula, and instructional staff, the strength of the investment made over the years will diminish in its ability to provide quality, relevant career training.

Common to all the emphases suggested here is the need to encourage the private sector through investment tax credits, rebates or other incentives to become involved in partnership arrangements to support public activity to develop our nation's human resources. Such strategies for cooperation can strengthen program quality and improve communication between the public and private sector.

As you plan for the continuing federal role in vocational education, I would urge you to ask your staff to look further into the success of the federal, state and local partnership in Wisconsin and to perhaps consider the success I feel you will find evident

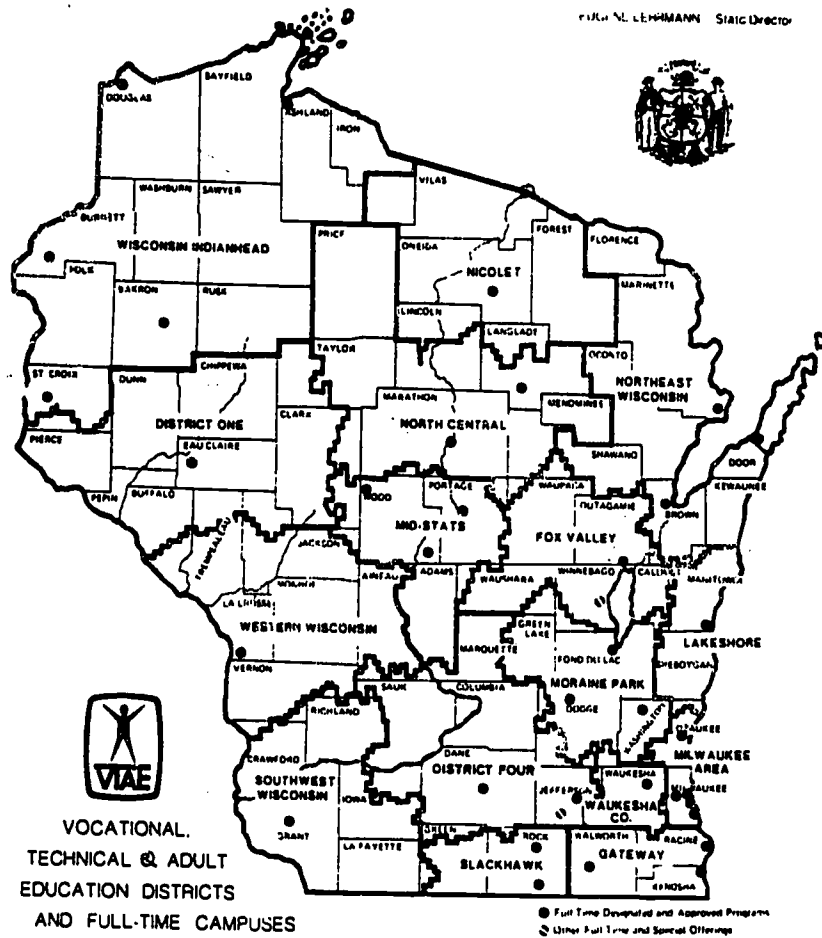
as a basis for the initiatives you plan through new legislation. I am not suggesting that we are the only state that has successfully demonstrated the ability to utilize federal funds as seed money to expand and improve vocational education opportunity. However, I sincerely feel we have demonstrated a success worthy of further study as evidenced by: a) the state and local investment leveraged with the federal investment; b) the continuing enrollment growth--an indication that citizens find the services to be important to obtaining or maintaining their employability; c) the specialized training relationships with business, industry, government, health providers, etc.; d) strong job placement; e) modern and well equipped facilities; f) growth in services to people with special needs.

Thank you for your time, attention, and consideration of my recommendations. Furthermore, your continued concern for the maintenance of a federal role giving attention to the importance of human resource development is welcomed.

State of Wisconsin
BOARD OF VOCATIONAL, TECHNICAL & ADULT EDUCATION

EXHIBIT A

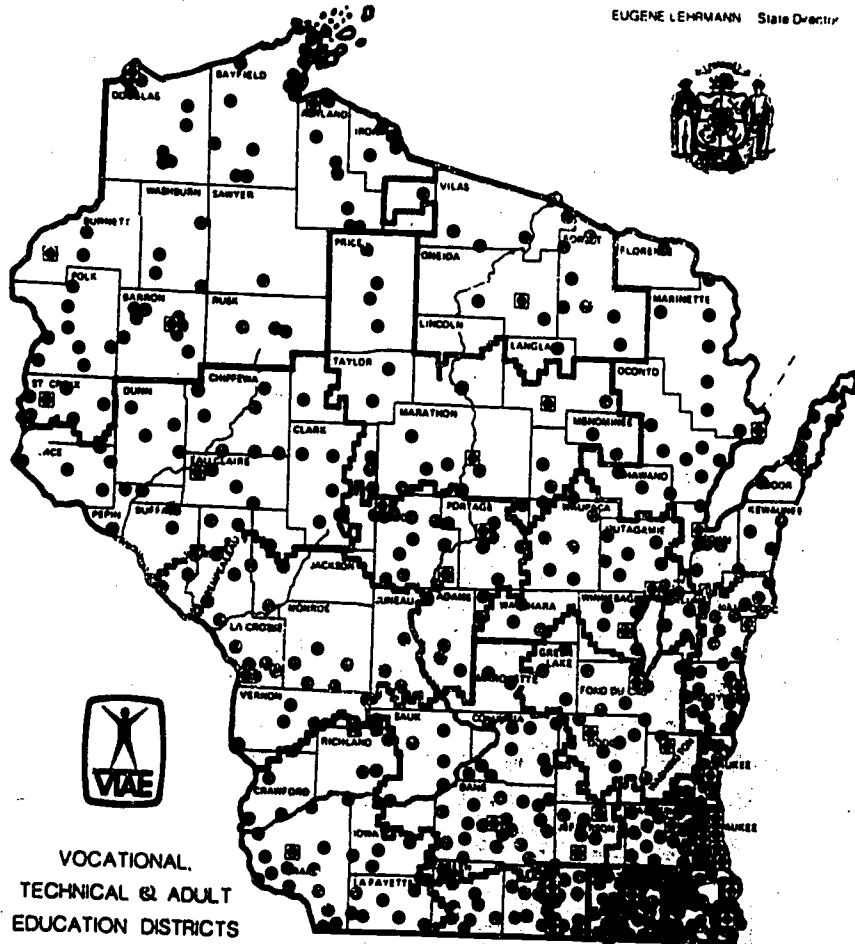
FRED M. LEHMANN, State Director



State of Wisconsin
BOARD OF VOCATIONAL, TECHNICAL & ADULT EDUCATION

EXHIBIT B

EUGENE LEHRMANN State Director



VOCATIONAL,
TECHNICAL & ADULT
EDUCATION DISTRICTS
AND FULL-TIME CAMPUSES
...with Adult and Outreach Centers

■ Full-Time Campuses and Approved Programs

● Adult and Outreach Centers

**PREPARED STATEMENT OF ROGER H. PLOTHOW, DIRECTOR OF CONTINUING AND
EXTENDED DAY DIVISION, UTAH TECHNICAL COLLEGE, PROVO, UTAH**

Mr. Chairman and members of the Subcommittee:

Thank you for the invitation to appear before you to testify on the
reauthorization of the Vocational Education Act.

I am Dr. Roger H. Plathow, Director of Continuing Education, Utah Technical
College at Provo. I am representing the Adult Education Association of the
United States, as a member of their National Board of Directors and Utah
Technical College at Provo.

Recently the general managers and personnel heads of eight medium-sized
firms in Utah met together to discuss difficulties in securing qualified
employees. Together, they listed 2,100 jobs that were not being filled.

Utah's economy is flourishing, perhaps more than at any time, especially
with the energy boom almost upon us and the MX as increasing reality.
This growth is creating more new jobs each year than the number of people
we have who are reaching maturity and seeking employment. In 1978, almost
one-third of these jobs were filled by someone moving in from out of state.
This does not count people moving in to fill the replacement jobs available
because of attrition. Projected data shows that by 1985, about one-half
of the new jobs will be filled by in-migration.

Utah has for years exported many of its skilled young people, because there
were not sufficient jobs in the local Utah economy. As the above figures

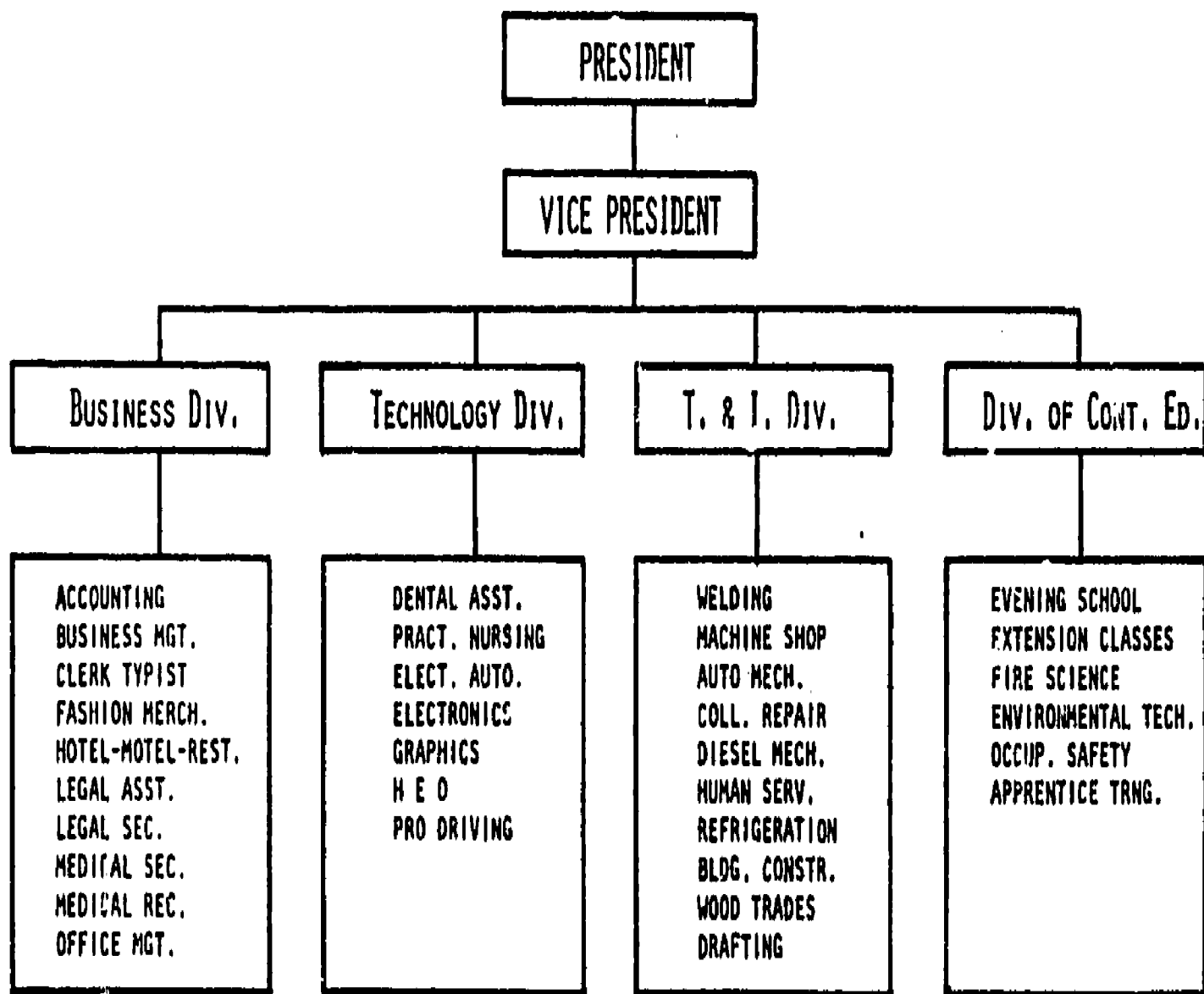
indicate, this situation has reversed. The economy has changed and the industrial and business growth situation has changed; but the colleges, universities, and school districts need sufficient funds to adequately react to this change.

Most of the jobs currently available in Utah not being filled are in the areas for which vocational education prepares people---the skilled areas such as secretaries, diesel mechanics, nurses, refrigeration mechanics, electricians, carpenters, plumbers, machinists, bookkeepers, stenographers, nurse aides, dental assistants, electronic technicians, etc.

Utah Technical College at Provo prepares young adults and older adults for all the jobs listed above. In fact, students who successfully complete these courses are virtually assured of a good paying job, usually in the location of their choice. We are placing over ninety percent of all graduates in jobs immediately after completion of training. In addition, we have waiting lists of students applying for electrical automation, electronics, practical nursing, dental assisting, diesel mechanics, drafting and other disciplines. Utah Technical College at Provo and other Utah post-secondary institutions are doing an excellent job training adults, but the available resources must be substantially increased, in order to meet today's demand for skilled workers. These increases will still be insufficient to meet needs for skilled workers required for the coming industrial growth of the 1980's. The instructional delivery system chart is presented on page three.

Utah Technical College at Provo was established in 1941, as Central Utah Vocational School for the purpose of preparing persons needed in skilled

UTAH TECHNICAL COLLEGE AT PROVO



52

006 50

crafts required for war production efforts. Since that time, it has grown to a highly reputable and accredited two year technical college enrolling over forty-four hundred students. The delivery system for its vocational technical education programs are categorized in four divisions: (1) Division of Business Education, (2) Division of Trade and Industry, (3) Division of Technology and Health Occupations, and (4) Division of Continuing Education.

Division of Business Education. This Division offers Two Year Associate of Applied Science and One Year Certificate Programs in Accounting, Business Management, Clerk Typist, Fashion Merchandising, Hotel-Motel and Restaurant Management, Legal Assistant, Legal Secretary, Medical Receptionist, Medical Secretary, Office Management, Secretary and Stenographer.

Division of Trade and Industry. The Division of Trade and Industry offers Two Year Associate of Applied Science and One Year Certificate Programs in Welding, Machine Trades, Drafting, Automobile Mechanics, Collision Repair, Diesel Mechanics, Human Services, Air Conditioning and Refrigeration, Building Construction and Wood Trades.

Division of Technology and Health Occupations. This Division offers the Associate of Applied Science Degree and One Year Certificate in Dental Assisting, Practical Nursing, Electrical and Automation Technology, Electronic Technology, Graphics/Commercial Art Technology, Heavy Equipment Operator and Professional Driving.

Division of Continuing Education. The Division of Continuing Education also offers the Associate of Applied Science Degree and One Year Certificate in Fire Science and Environmental Technology. Other programs which offer

certificates are Power Sewing, Television and Radio Repair, Watch Repair, and Occupational Safety, classes for the American Institute of Banking, Utah State Mental Hospital, Day Care Center, Mountain Fuel Company, United States Steel Corporation and a large variety of other industries. A comprehensive apprenticeship program is administered for a large number of trades. In addition, an Evening School enrolling over 1600 students is administered for the other Disciplines in the college.

STUDENT POPULATION SERVED

Students enrolled at Utah Technical College at Provo are not of the traditional college age. Only 37.4 percent of the 4,481 students are under the age of twenty-one while 34.4 percent are over the age of twenty-five. Other registration data shows 27.8 percent of the students enroll for six or fewer credits. The vast majority of these students are adults fully employed and are seeking technical skills to upgrade themselves in the world of work.

It is also noted in the registration data that women nearly equal the men up to the age of twenty-one, but then a dramatic change occurs. The registration of men, as compared to women is more than double in the twenty-one to twenty-two age category, triple in the twenty-three to twenty-nine age category, double in the thirty to thirty-four age category and even for ages over thirty-five. These data compare favorably to national trends in vocational education.

The number of veterans represent only 8.1 percent of the student population, a sharp decline, as compared to past years.

These data presented above identify specific needs of our students. Naturally, the majority of students need competencies in the job entry skills to secure initial placement on a career ladder. It is important that faculty and staff of the college work closely with trade advisory committees, as well as a cross section of the industrial and business community, to identify job entry skills. Research is also required to determine the expertise needed to continually upgrade the technician. This requires a broad range of continuing education during the evening hours on campus or in-plant classes.

The faculty and staff of the college, as well as employers, must be alert to the data which show women returning to the classroom after the age of thirty-five for initial job placement training or updating skills not used for ten or more years.

Students at Utah Technical College at Provo, at least according to the data presented above, are not different from students at other vocational technical colleges throughout the United States.

UTILIZATION OF FEDERAL VOCATIONAL EDUCATION FUNDS AT UTAH TECHNICAL COLLEGE AT PROVO

Vocational Education Act funds allocated to Utah Technical College at Provo by the Utah State Vocational Education Board are used to finance training in a variety of vocational technical program areas. It must be noted that these funds represent about six percent of the total instructional budget. Even though these funds may be much less than what is needed to finance more fully vocational technical training for new, expanding and developing programs, the results are gratifying.

Not only do the funds help support regular and on-going vocational technical training programs noted earlier in this paper, but they help to finance apprenticeship training in an increasing number of skills and trades. This training is recognized by business and industrial leaders as producing quality graduates documented by over a ninety percent job placement record.

This quality training is also documented by the fact that business and industry regularly request campus and in-plant programs to upgrade skills and establish new skills for their employee. Examples of these requested programs are listed below.

National Semiconductor Corporation. This corporation is one of the leaders in the semiconductor industry. They requested a course be taught at their plant on microprocessors. Because of its widespread usage, the 8085 microprocessor was chosen. Our instructors were chosen to teach this skill, because of their competence in the microprocessor digital area.

National Lead Corporation. An apprenticeship program was established by this corporation, which is located one hundred miles west of Salt Lake City in the Great Salt Lake Desert, and needed the expertise of the Electrical Automation Department. Our instructors drive to this plant once each month to conduct classes and supervise the individual apprentice's progress.

Rocky Mountain Helicopter Corporation. The insurance policy of this company was about to be cancelled, because of a high accident rate. They

contracted with the professional driving department for training which resulted in a zero accident rate within six months.

United States Steel Corporation. The Geneva Utah Works has a long standing training contract with several departments to provide a wide variety of on-site training for their steel making specialists.

Salt Lake City Corporation. The CETA Coordinator for Salt Lake City Corporation, through the Wastewater Advisory Committee, contracted with the Environmental Science Department to train all CETA qualified apprentices in all aspects of plant operation. This program will continue through the Fall of 1981.

McNally States Steel Corporation. A specialized wire feed welding process is needed to complete a new contract awarded to McNally States Steel Corporation. This steel fabrication company is presently contracting with our Welding Department to provide this training to fifteen employees. Because of the institution not having sufficient wire feed welders, this corporation is lending this department, for an extended period of time, two machines.

Pittsburgh DesMoines Steel Corporation. Our institution annually provides specialized training to selected employees in stainless steel welding techniques and first aid.

State of Utah. The Office Education Department provides a variety of office procedure training concepts to clerical staff members working in the Utah State Capitol Building.

THE DELIVERY OF VOCATIONAL TECHNICAL EDUCATION IN UTAH

The Utah State Board of Regents represent the governance board for Utah Technical College at Provo. Funds provided by the Vocational Education Act and categorical vocational technical education funds provided by the Utah State Legislature are allocated through the Utah State Board of Vocational Education. This results in a dual reporting process. The Utah State Board of Vocational Education also has responsibility for some involvement in role assignment and program supervision in the two Utah Technical Colleges. Refer to the chart on page ten which outlines the process.

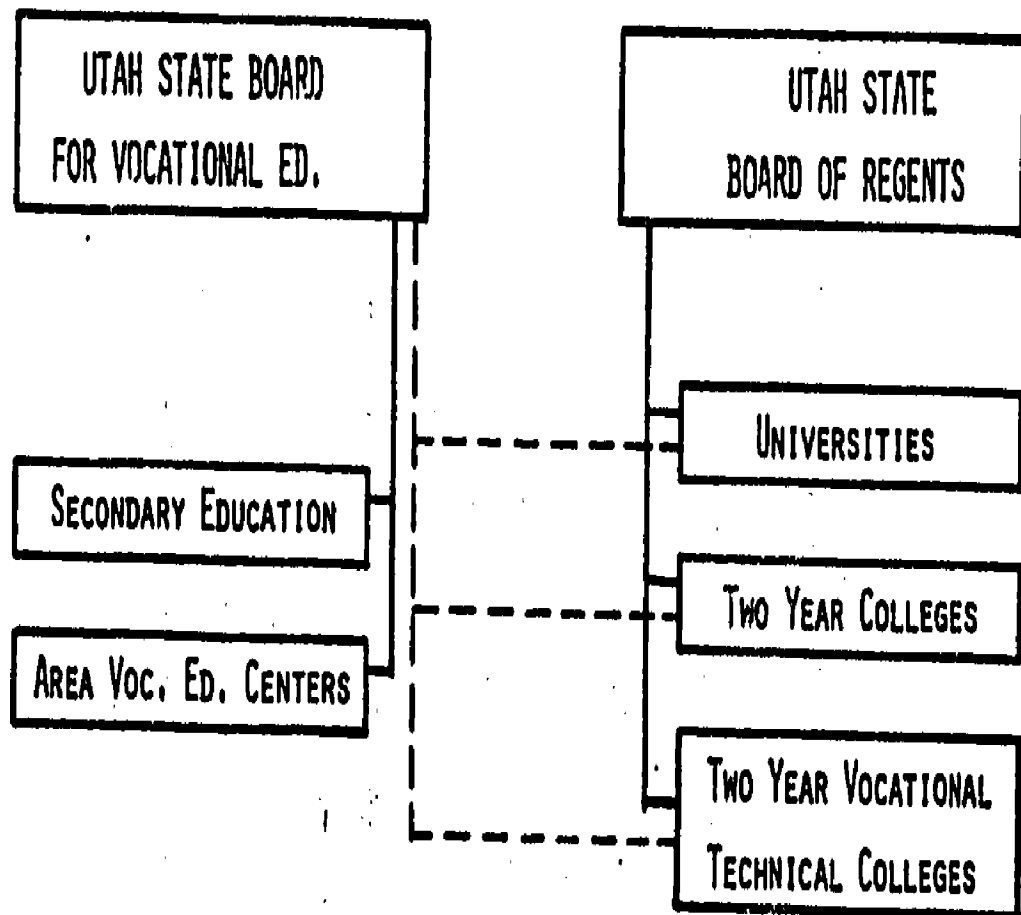
Area Vocational Centers throughout the State of Utah report directly to the Utah State Board of Vocational Education, but have working relationships with institutions of higher learning regarding some training programs. All secondary vocational education training is directly responsible to the Utah State Board of Vocational Education, while many high schools have articulation projects with the technical colleges.

The result of two State Boards having direct involvement with vocational education is mixing of official and personal policies and practices. Administrators and faculties at the various levels are required to maintain close relationships and regular communication to avoid duplication of effort.

PROBLEMS PARTICULAR TO THE VOCATIONAL TECHNICAL COLLEGE

Faculty members and administrators at Utah Technical College Provo feel specific problems are particular to this and other two year technical oriented institutions. These particular problems are obsolete equipment, lack of

VOCATIONAL EDUCATION
DELIVERY SYSTEM IN UTAH:



coordination among instructors and state-of-the-arts, inadequate training budgets, institutional prestige, rapid growth, and competition with industry for instructors.

Equipment. Because of limited capital funds and high costs for equipment, Utah Technical College at Provo, as well as other similar institutions, must utilize available surplus equipment provided through government sources. This equipment is satisfactory and most welcome, but it is still surplus and often does not represent the latest technology.

Instruction and the State-of-the-Art. In order for instructors to maintain a high degree of proficiency in the latest technology, it is necessary to establish and maintain a close relationship with industry. Such a relationship permits instructors to keep abreast with the state-of-the-art in this expanding growth found in the technologies. Because of heavy instructional load, teachers have not been able to coordinate adequately with business and industrial leaders. This institution has active advisory committees in all trades and disciplines which provide a degree of coordination, but a closer relationship is required.

Training Budgets. It is evident that a lack of appreciation exists among persons who decide the amount of appropriations to the various higher education institutions in Utah, as well as other areas of the country. During 1979-80, Utah Technical College at Provo expenditures per student was limited to \$2,391, as compared to \$4,070 per student at the University of Utah. It is not necessary to discuss the details of this problem other than increased vocational technical funds are needed.

Institutional Prestige. Prestige is a factor that is non-objective, but does exist. Vocational technical institutions do not enjoy the image and prestige of the university or even the small liberal arts college. Utah data show half again as many people are employed in vocational jobs as compared to professional areas, but only one-fifth of the funds appropriated for professional and liberal arts education are provided to vocational technical education.

Rapid Growth. Utah Technical College at Provo's enrollments have nearly doubled since 1971, whereas, enrollment at the University of Utah has decreased by 5 percent, Weber State College has decreased by less than 9 percent and Utah State University has increased by 5 percent. This rapid increase of enrollment at the technical colleges has caused great growing pains which increases problems of securing competent instructors, classroom and laboratory space, capital equipment and supporting staff.

Competition for Instructors. The vocational technical institutions are losing the battle for instructors when competing with industry. Salaries paid by industry are far more attractive than those found on institutional salary schedules. In January we lost a key instructor in the Electronics Department to industry. It appears that at least one drafting instructor will not sign his contract this Spring for the same reason.

In summary, the vocational technical colleges are expected by the industrial public to produce trained persons, but the increased amount of funds to support this training is not available.

SUGGESTIONS FOR IMPROVING THE VOCATIONAL EDUCATION ACT

A historical review of Federal policy, in regard to vocational education in the United States, indicates the significant influences of the Federal Government. Although the Constitution of the United States makes no provision for Federal support or control of education, Congress has historically considered it in the national interest to provide financial assistance to vocational education. The Smith-Hughes Act of 1917, provided a perpetual grant to the states to promote agriculture, trade, industrial and home economics education.

The Vocational Act of 1963 differed dramatically from previous legislation. In that the emphasis shifted from an occupational and manpower needs emphasis to addressing the needs of people. The 1968 Amendments to the Vocational Education Act specified special attention and priorities to special categories of people. It also contained provisions which assured postsecondary institutions a role in the vocational preparation of persons who had completed or left school. The current Federal Vocational Education Act provides state and local education agencies some opportunities to initiate and expand educational programs and services to meet new and emerging labor market needs, to meet employable skill needs and serve the needs of a more diverse populace. However, funds appropriated under the current Act support services based on all of the purposes built into the law since 1917. My research and conversations with many people indicate that the many "federal purposes" for vocational education found in the present Act are reasonable and should be maintained. However, I should like to present suggestions for improving the Vocational Education Act.

1. The Federal role in vocational education as presented in the Vocational Education Act should specifically address developing productive workforce of those requiring training or retraining representing the whole population.

NOTE: Such a workforce also includes those who are beyond normal school-leaving age.

2. There is a continuing need to focus services on the disadvantaged and handicapped, particularly those who need assistance in English as a second language. However, attention should be directed to programs such as CETA, Vocational Rehabilitation, Youth Employment Act and others to insure a minimum of duplication.

NOTE: There appears to be significant variance in the number of disadvantaged and handicapped persons among the states; therefore, this factor as a percentage of the funding formula should be established by the independent states based on their documented needs.

3. Incentives should be incorporated into the Vocational Education Act that encourage states to serve the national needs. The Federal Act should:
 - a) Provide access for underserved populations to vocational training.

NOTE: Non-English speaking persons are among those underserved populations found in Utah who need access to vocational training.

A large portion of this population are native Americans and Mexican Americans.

- b) Expand availability of vocational technical education.

NOTE: There are many distant and remote areas of Utah where vocational

technical education is not available to adults.

c) Expand the diversity of training.

NOTE: Utah has a rapidly growing population and industrial community because of the great energy potential and other factors. This growth requires large numbers of skilled workers in many new and existing trades. The vocational technical education programs of Utah must have funds provided by the act for expansion and development.

d) Improve the quality of instruction.

NOTE: Rapidly advancing technology makes it imperative that funds be approved by the act to establish and maintain training programs to upgrade instructors.

e) Provide increased linkages with other vocational technical training programs.

NOTE: Technical Colleges in Utah regularly contract with CETA, Rehabilitation Services, WIN and other training programs. The Vocational Education Act should address this issue to simplify the process and minimize duplication.

4. The Vocational Education Act should provide funds for remedial training in the basic skills for academically disadvantaged students.

5. The individual states should have authority to use funds provided by the Act for one-time training programs for new and/or developing industries.

6. The individual states should have authority to use funds provided by the Act for high-priority industries such as energy development.
7. The Vocational Education Act should provide flexibility to each state in establishing the distribution-of-funds formula. This flexibility will permit the responsible state agency to account for unique conditions and more accurately estimate local needs.

SUMMARY

As the faculty, staff and patrons at Utah Technical College at Provo try to discern and describe our role with youth preparing for initial entry into the world of work, and with adults seeking retraining, we recognize that federal stimulation of vocational education is essential. This stimulation is a means of further implementing our national economic and social policies. Federal support for vocational technical education programs can help insure a trained manpower to extend our economic productivity and viability.

Further, we believe that all persons, regardless of ethnic, religious, social, or other individual characteristics, deserve the right to improve their economic status through vocational technical training. This testimony can be summarized by a quote from Winston Churchill.

"To every man there comes in his lifetime that special moment when he is figuratively tapped on the shoulder and offered that chance to do a very special thing, unique to him and fitted to his talents-- what a tragedy, if that moment finds him unprepared or unqualified for that work."

STATEMENTS OF JAMES NAYLOR, ADMINISTRATIVE ASSISTANT TO THE SUPERINTENDENT, LOCKPORT TOWNSHIP HIGH SCHOOL, LOCKPORT, ILL.; DR. DWIGHT E. DAVIS, DISTRICT DIRECTOR, NORTH CENTRAL TECHNICAL INSTITUTE, WAUSAU, WIS.; DR. JOHN ROWLETT, VICE PRESIDENT AND DEAN OF THE FACULTIES, OFFICE OF ACADEMIC AFFAIRS AND RESEARCH, EASTERN KENTUCKY UNIVERSITY, RICHMOND, KY.; AND ROGER PLOTHOW, DIRECTOR OF CONTINUING AND EXTENDED DAY DIVISION, UTAH TECHNICAL COLLEGE, PROVO, UTAH

Mr. NAYLOR. Thank you, Mr. Chairman.

I am pleased to be here this morning to testify on behalf of vocational education. My name is Jim Naylor and I speak today on behalf of Lockport Township High School and the Illinois Vocational Education Association, representing the comprehensive high schools in Illinois.

I would like to utilize my time this morning summarizing the written statement that I have prepared and presented to you. First, a little bit about where I am from and what I represent.

Lockport is a small historic city on the old Illinois-Michigan Canal. It is a little bit southwest of Chicago and near the larger city of Joliet, Ill. Lockport and Joliet are heavy manufacturing and transportation areas, and have historically supported vocational programs that lean toward manufacturing and transportation.

Lockport Township High School would perhaps be considered a fairly typical large- to medium-sized high school in the State of Illinois. We have about 2,400 students in grades 9 through 12. The district provides a full range of vocational programs in the areas of agriculture, business, home economics, industrial, and health occupations.

Those programs serve handicapped students, disadvantaged students, and the minority population. Over 75 percent of the students in our schools are enrolled in one or more courses in vocational education. And well over 50 percent of our graduates enter employment upon graduation.

We have had very good success in employing our graduates in the local area. Prior to recession time, our unemployment rate for vocational graduates was running less than 4 percent.

Lockport Township High School in fiscal year 1979 received about \$113,000 in State and Federal reimbursement to support those vocational programs. Of its total expenditures in fiscal year 1979, 4.6 percent of those dollars were Federal, 9.2 percent State, and the remainder, of course, local.

I might be well advised to take just a moment of time now and explain the delivery system for vocational education in the State of Illinois. In fiscal year 1979 the State of Illinois had approximately 800,000 students involved in vocational education. Of those students, 550,000 were at the secondary level.

Of that 550,000 students, 19,000 were in one of the 31 secondary area vocational centers found in the State. The remaining 250,000 students were at postsecondary and adult in one of the 39 community college campuses located in the State of Illinois.

Again, in fiscal year 1979 secondary schools in Illinois received a little over \$24 million in State and Federal funds. At this point, the

Federal investment in vocational education in the State of Illinois is about equal to the State investment in vocational education. Therefore, it would seem to me that indeed the Federal share of vocational education funds is significant to the State of Illinois.

I might take just a moment to suggest to you a problem that occurs in the State of Illinois that future legislation may well address, and that is that the State of Illinois has been unable at this point to be able to target Federal and State vocational dollars to the excess costs of vocational education.

Due to the State system that exists, State and Federal moneys that come to my district go under the general education fund and there is no way to target those moneys and impact them directly on vocational education.

I might suggest to you that if you have some other questions regarding the delivery system or statistics or facts and figures about the vocational education system in the State of Illinois, that you may refer to the booklet that I have provided you in your packet, which would give you an idea of how vocational education works in the State of Illinois.

Let me spend some more time now reviewing some of my concerns at the local level and sharing with you some ideas that I have that may have some implications for reauthorization.

The first concern I have at the local level is that the comprehensive high schools in the State of Illinois have been unable to keep up their capital equipment and facilities, and because of this are unable to meet the current needs of business and industry.

I might cite some local examples. Our secretarial students have no word processing equipment to work with. And yet, businessmen in our community are saying that they need these skills.

Our machine shop is utilizing pre-World War II equipment, and our businessmen in our community are saying students need skills other than that. I could go on and on, with data processing and electronics as examples. I suspect that this is not unique to Lockport, but exists in the State as a whole in the comprehensive high school institutions.

Some possible solutions for this problem may be that Federal dollars can be targeted to new and replacement capital equipment. Another possible solution is that Federal legislation may be formulated such that it will encourage the State of Illinois and perhaps other States to change their method of distribution, so that those dollars do impact directly on the excess costs of vocational education programs.

Another concern that I have is that to this point there has been very little incentive, in my estimation, for business and industry and the comprehensive high schools in the State of Illinois, at least, to develop true partnerships.

I would hope that new legislation would provide vocational educators with the opportunity to go to business and industry and form true partnerships, and that vocational educators could go to business and industry with the necessary resources in their hands to look at some new and innovative approaches to in-plant training that we have not been able to engage in because of lack of resources prior to this time.

I would suggest to you that the concept is important. However, there is another concept I suspect that is more important in this area, and that I sincerely believe that business and industry in this country would much rather deal with their local schools than they would with the Federal Government via tax credits, CETA programs and the like.

Another concern that I have is that there is a definite shortage of qualified vocational teachers in the State of Illinois, for two reasons, I suspect: No. 1, not enough of them are being trained; and No. 2, many of them are leaving vocational education to go to higher paying jobs in industry, or they are simply not entering the teaching profession at all and going directly to industry.

One solution to this problem is obvious, and that is that we support teacher training programs in the area of vocational education. I suspect there is little that can be done at the comprehensive high school to deal with the economic part of that. However, economics is only one reason why teachers leave vocational education and go to industry.

Another reason at the comprehensive high school is perhaps the working conditions that they are made to work under. May I suggest that Federal dollars could be targeted to relieve some of the working conditions in the comprehensive high school, targeted to allow vocational teachers to form a better liaison with business and industry, and certainly to be able to deal with important areas like job placement.

Another concern I have is that there has been little incentive for articulation to occur between agencies delivering manpower training in the State of Illinois, particularly between different levels of vocational education. I can only speak for my area, but I would suspect that in my area a solution to this problem would be to return vocational educators to a role of leadership in manpower training and restore that leadership that I think once existed.

My area has made extensive use of CETA funds. We are running a number of very innovative programs. But I respectfully submit to you that in my area that has been done as a result of the leadership from vocational education and not as a result of any leadership from the CETA side.

Again, another possible solution to this area would be that the legislation might provide incentives for various levels to make it unattractive for various levels of vocational education to duplicate programs while there are—at least the unnecessary duplication of programs—while they are important needs.

Another concern I have is that the existing legislation, while it has resulted in some very excellent planning and evaluation, the reporting requirements from this legislation have become a burden on local districts.

I would submit to you that new legislation should indeed reflect continued accountability for vocational education, but that reporting requirements be analyzed and that if useful data is to be collected, that resources and leadership be provided by the Federal legislation to assist the States in collecting that data.

Another concern that I have is the lack of vocational guidance services at the comprehensive high school. There is, of course, some

counseling and testing done, but much of the job is not being done in the areas of job placement and career counseling.

I see that my time is running short, so I will attempt to conclude my statements by saying that the needs of the comprehensive high school are indeed going to be difficult to address. The comprehensive high school, by its nature, is not a single-purpose institution, but as you can see by the statistics that I have provided you, the bulk of the students in the State of Illinois are getting their vocational training in comprehensive high school. I don't suspect this will change.

Therefore, I think we need to address, carefully address, the needs of the comprehensive high school. I think there is a need for Federal legislation that will be flexible yet prescriptive enough to impact upon the needs, upon the unique needs, of the comprehensive high schools.

No other education program is as directly related to the economic health of the country as vocational education. And if a proper legislative foundation and adequate resources are provided, vocational education can play a major role in the reindustrialization of the country. At great risk, I would quote President Reagan from the other night when he indicated that, "We need to create millions of new jobs and make Americans competitive again in the world market." And I would suggest that that means that we need a strong system of vocational education in order to accomplish this.

I think I have utilized my time. I thank the committee chairman and members of the committee for the opportunity to testify today. I would be delighted to respond to questions.

Chairman PERKINS. Let me thank you for some excellent testimony. If the committee will agree, we will withhold our questions until we hear from the entire panel.

The next witness is Dr. Dwight Davis.

Go ahead, Dr. Davis, identify yourself for the record. Pull the microphone around and go ahead.

Mr. DAVIS. My name is Dwight Davis. I am a chief executive of a technical institute in the State of Wisconsin. I have provided written testimony, which I assume will be entered into the record. What I would like to do is supplement that with some additional remarks. I have prepared some charts here that I would like to use as a part of those remarks.

The first thing I would like draw to your attention is the fact that in Wisconsin the perspective that I bring you is that of a postsecondary technical institute chief executive, and in our technical institutes we feel we are doing the job of putting people to work, which is the mission of vocational, technical, and adult education.

Some of the stats that I have showed you here are from our past year, show that in spite of our economy at the time of graduation we have placed 94 percent of our graduates in jobs in the areas for which they were trained; 70 percent of those individuals stay within the districts or the areas that the schools are located in.

So, in fact, we are not experiencing a talent drain out of our State or out of our areas. Some 90 percent of our graduates in the Wisconsin vocational, technical, adult education districts at the postsecondary level stay in the State of Wisconsin. So I think those

statistics demonstrate, in fact, that vocational education at the postsecondary level in Wisconsin is doing a job.

Another important picture of our operation in Wisconsin has to do with enrollment levels. I realize that from your distance you may be unable to read this, and I apologize for that. There are limitations in terms of the size of charts one can carry on airplanes these days.

But in 1970-71 our total enrollment in Wisconsin was 215,000 individuals. This past year, 1979-80, that figure had nearly doubled to nearly 453,000 individuals. Looking at it another way, that is a 47-percent increase in terms of enrollments that we are experiencing. That is significant, because all of these people come to our institutions voluntarily. There are no requirements that they attend postsecondary vocational education. They are attending because what they get they can put to use as productive taxpayers and employees.

Another way of looking at it that I know is always of interest to our Wisconsin legislators is that one out of every eight persons of voting age last year took at least one course in one of Wisconsin's vocational education districts.

With that as a background, the institution that I am from is located in the northern central portion of the State of Wisconsin. It is an area that covers essentially 10 counties. We have a population base that we are responsible for serving of approximately 200,000 people. Out of that population base last year we served 25,000 individuals. So we are serving just slightly better than 10 percent of our population in the northern central district.

Every square mile of the State of Wisconsin is in one of the 16 districts. Those 16 districts are all multicampus institutions. Across the 16 districts in Wisconsin there are 37 major campuses and some 600 attendance sites where we go out and use industrial plants, hospitals, fire stations, townhalls, et cetera, to deliver vocational education.

To tell you a bit more about my institution, we have two main campuses, one located at Wausau, Wis., the other at Antigo, Wis., which is about 45 miles away. I have already indicated that this past year we have served 25,000 students. The majority of those people are part time. The vast majority of them, as we have experienced the enrollment changes in recent years, are people who are involved in retraining and updating. Our average student age at this point is around 29 years of age. If you were to equate those 25,000 students to an equivalent, it would amount to 2,700 from a full-time equivalency point of view.

We operate 30 additional satellite centers in addition to our main campus, and we engage in more than 40 different types of training programs. I will highlight those for you in just a minute. We do a lot of specialized training with business and industry.

For example, just the other week we set up a special class that starts at 12 o'clock midnight and concludes at 2 o'clock in the morning, where we are engaged in teaching or upgrading people from the local waste water treatment facility manufacturing organization that needs to have their people be able to weld titanium. So we have set up a special upgrading class for their welders in order to achieve that kind of thing.

Recently, one of our other major manufacturers in the area undertook an acquisition in France, and, as a result, had to teach their employees metrics. So we set up a metric training program for 600 of their employees. I could go on and list a number of those kinds of things.

We have specialized programs for the handicapped, and we specialize at our institute in services for the blind and the deaf.

We have a special women's development center. This past year we were involved in working with 440 some women, bringing them back into the world of work, trying to expose them to opportunities that exist for them and, in turn, bring them into our training programs.

We have extensive training relationships with CETA. And I would like to emphasize that that has been extremely important to employers in our area. For example, recently, with one of our timber industries, the Owens-Illinois Co., we are engaged in training 150 timber production workers for them on relatively short notice through the use of CETA funds. And I could give other examples.

We have an extensive apprenticeship-related instruction program. We have currently about 400 apprentices that are involved in taking classroom-related instruction with us. Of course, the apprenticeship program began their job skills or their manipulative skills on the job, I should say.

In the State of Wisconsin our services are broken down something like this. We have 137 associate degree programs, which tend to be 2-year training programs—if a person were to go through the program on a full-time basis. These would be in technical and paraprofessional programs. Examples would be nursing, data processing, electronics, supervising of management, and so forth. There is a rather long listing.

We have 115 1-year diploma programs. Again 1 year if you were to go through the program on a full-time basis. These would be in areas like auto body, auto servicing, clerk typist, welding, electronics servicing, and others.

We have 19 2-year diploma programs. These would be in areas like printing and agricultural mechanics. We have less-than-1-year training programs in areas such as fire science, police recruit training, nurse assistant, and others.

We have 346 different types of degree programs, supplemented by an extensive series of specialized training programs where people don't get degrees, they may be just taking one course, such as the example I used earlier of the upgrading class for welders on titanium welding, a very narrow, specific type of course set up to meet a very focused type of need. So that is not counted at all in these figures of programs. And then, of course, an extensive array of apprenticeship programs.

So this is kind of the picture of what the 16 postsecondary districts in the State of Wisconsin involve themselves in training-wise.

On another chart I have displayed for you here a relationship of investment in the delivery of postsecondary education in the State of Wisconsin. These are 1979-80 figures. So if the committee staff

wanted to pursue them further, these are auditable figures that you can find a great deal of detailed breakdown.

But the primary investment in Wisconsin's postsecondary system is local property tax. Local property tax makes up about 47 percent of an investment that totals annually approximately \$252 million. The State aid makes up approximately 21 percent, or \$53 million of that figure. Federal aid of all types makes up approximately 10 percent. And, of course, the Vocational Education Act would be a part of that figure, and I will break that out separately for you in a minute.

We also collect fees, which account for approximately 9 percent, and series of miscellaneous revenues, which tend to be grants and contract relationships other than Federal support, which make up about 13 percent of total investment annually at this point. It is approximately \$250 million, with local property taxpayers picking up the major share.

The perspective that I bring is that of the postsecondary area, which as I mentioned to you before. Taking the Federal Vocational Education Act, of the dollars coming into Wisconsin, 60 percent of them are being spent at the postsecondary level. Our total Federal vocational education funds in 1979-80 was \$14 million. This year it is \$17 million, but I am using 1979-80 figures on this chart. Forty percent of the money goes to the secondary schools in our State for their delivery of secondary vocational education programs.

Looking again at my own institution to give you a rundown of Federal dollars, our total annual operating budget at the North Central Technical Institute district is \$12 million. Of that, we are receiving in Federal assistance approximately \$1.2 million, or were, rather, in 1979-80. That figure is slightly higher this year in 1980-81.

Looking at the top portion of the chart, the Federal vocational education dollars make up \$450,000 of the total moneys we receive. We receive moneys through the Upper Great Lakes Commission of \$175,000; vocational rehabilitation, \$2,00,000; \$317,000 from CETA funds; \$100,000 from adult basic education; and \$15,000 from other specialized programs; totaling the \$1.2 million that we receive.

In addition to that, other Federal funds are brought to us through student assistance programs. And we realize that may not be your primary concern this morning, as you are focused on vocational education. But that, too, is significant to us. And you can see we are receiving, or were receiving, rather, in 1979-80, \$1.5 million through student assistance programs, including CETA allowances, the Pell Grant program, the work-study programs, and others.

Chairman PERKINS. Mrs. Fenwick may not have seen the explanation of those top figures.

I wanted to be sure that you heard what the gentleman said concerning those top figures there, Millicent, before you.

Excuse me.

Mr. DAVIS. In terms of looking at the future of vocational education, it is difficult to look here with any specificity about concerns that I would have. But I would like to highlight at least a couple of areas.

I firmly believe that the Federal initiative in vocational education, which has been a longstanding initiative, is one that has made a difference and should be continued. I am concerned that institutions like mine exist today primarily because of the initiative that was launched in the sixties, where massive sums of dollars were used to build facilities, purchase up-to-date equipment, hire competent teaching staff. The physical plant that I am involved in was built with better than 50 percent Federal money in the late 1960's.

The concern that I have is that that initiative, coupled with the more recent initiatives to improve access to vocational education, I think, has caused us to do things in our State, and, I would venture, in other States, that we would not have done had that carrot not been put out and the emphasis drawn that has been drawn through the Federal initiative.

I would suggest to you that in your concern for that initiative that we continue to maintain that concern for updating of equipment and facilities, particularly in dynamic technology areas. And I draw attention to that in my written testimony, areas like electronics, that are extremely difficult to stay abreast of. And we need assistance in that regard. Not total supportive equipment, but assistance through grants, assistance through excess property programs.

There are a variety of ways of achieving that assistance. One of the things I would encourage you to consider are greater incentives for the private sector to become involved with us in assisting with the purchase of that type of equipment, whether it is through depreciation allowances or tax incentives. I don't consider myself to be an expert on those kinds of things, but I would think that linkage to be important.

I don't think all of our training facilities need to be in our schools. I think that there should be incentives for us to work with private industry where training facilities in fact are in their locations. We are presently involved in trying to organize some of these things in our area.

Another important ingredient that I hope you will concern yourself with is that of staff retraining and upgrading. The delivery of any quality education effort, whether it is vocational education or any other, depends heavily on the persons who stand in front of the student.

And a concern that we have is that in the business of delivering vocational education we are dealing, and particularly in the dynamic technologies, with the potential of our own instructors also needing to continue to be updated to meet the mark of quality, relevant training programs. We can't allow that to slip away from us, or the quality of what we have built will not be able to be retained.

Third, curriculum development, especially in new technologies, is continual cause for concern and one that I would hope the Congress would draw attention to in any reauthorizing effort. The need to open up new areas of job training in occupational areas that heretofore we haven't considered.

A couple of years ago our institution became involved in laser technology training. I could spend a lot of time talking to you

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about the opportunities in that particular field. And we were one of four institutions nationwide that embarked on that type of training effort. There are now more involved.

But the front-end investment in setting up that kind of training, which is now providing meaningful job opportunities and opening up a whole new realm of technology in the medical fields and the energy fields and so forth, is extremely important. And those are becoming more difficult dollars for us to come by at the local level as our State aids are cut back, especially.

Another thing I would hope that you would continue to concern yourself with is access, access for handicapped, disadvantaged, minorities, and women, has been largely stimulated through the Federal investment, because Federal dollars have gone to pay for the add-on extra costs involved in delivering those services.

I submit to you that if you pull those dollars away and we have to reprioritize services, the more costly services are more than likely going to be the ones that go first.

Finally, I would urge you to build into the legislation, to the extent that you can, concern for the retraining of America's adult work force. Evident in our enrollments in Wisconsin is a heavy program geared toward that end. I would think that nationally that is going to become a greater concern for all of us in the next decade.

I thank you very much for your attention. I hope that my remarks have better acquainted you with Wisconsin's vocational, technical adult education delivery system at the postsecondary level.

Chairman PERKINS. You have made an excellent witness.

Let me repeat, since Mrs. Fenwick came in, that we will withhold our questions until we hear from the panel.

Next we will hear from Dr. John Rowlett, Eastern Kentucky State University. Go ahead.

Dr. ROWLETT. Mr. Chairman and members of the subcommittee, my name is John Rowlett, and I serve as the vice president for academic affairs and research and dean of the faculty at Eastern Kentucky University. I have been a member of the faculty of this institution for 30 years and hold the academic rank of professor of industrial education and technology. I am very pleased to have an opportunity to present testimony before this committee.

Vocational education, whatever else it may be, is concerned with preparing people for gainful employment, for work, young people, middle-aged people, older people. Vocational education is typically school-based. It is in comprehensive high schools, as we have heard, vocational schools, postsecondary technical institutes, and community colleges. It is also in 4-year colleges and universities.

Vocational educational programs are supposed to mirror the existing and emerging opportunities for gainful employment and occupations requiring less than baccalaureate-level preparation. The Smith-Hughes Act of 1917 was an important statement of national concern that it was in the public interest of this Nation for schools to develop certain types of vocational programs of less than college level and that the Federal Government should assist these schools by sharing the costs incurred in operating these programs.

Subsequent amendments to the Smith-Hughes Act were basically additive in nature until, Mr. Chairman, through your leadership, the Vocational Education Act of 1963 became a public law. The changes in this act were recognized nationally as being of a profound nature. Innovation, creativity, and flexibility were encouraged.

And of significance to my testimony today, the 1963 act removed the barrier of funding vocational education programs that were of less than baccalaureate level. From a practical standpoint, this permitted vocational education funds to be used to provide financial support for associate degree programs typically offered at 2- and 4-year institutions.

The institution that I represent in Kentucky is a regional State university that enrolled over 14,000 students this past fall, students in associate degree programs and baccalaureate-level programs and in graduate programs. There are over 350 institutions in this Nation that are somewhat similar to Eastern. Most of these began as normal schools. They later became teachers colleges; still later, State colleges; and still later, regional State universities. These institutions are often referred to, Mr. Chairman, as "schools of opportunity." Most have open admissions policies, and they subscribe to the principle of low tuition. I received my undergraduate education at an institution similar to Eastern, although this institution was located in Texas, following World War II, with the assistance of the GI bill that provided me initially with \$65 and later \$75 per month for living costs.

This past fall, over 70 percent of the full-time undergraduate students at Eastern Kentucky University received some kind of financial aid. We are still very much, Mr. Chairman and members of the subcommittee, a school of opportunity. Eastern Kentucky University offers a broad range of baccalaureate programs and graduate programs in the traditional liberal arts fields and business and in teacher education. These are high-quality traditional programs that attract to our campus the most able students.

You will recall, Mr. Chairman, a young man several years ago who served as a summer intern in your office between his second and third years of law school at Harvard. I believe he was a native of your county. This young man held a baccalaureate degree from Eastern Kentucky University in political science and had a distinguished record at Harvard. Three of my children have received undergraduate training in the traditional liberal arts and sciences field at our institution.

What does this have to do with vocational education? First, I wanted you to understand—although I know you understand it because you have been on our campus many times—and members of the subcommittee to understand that you will find on our campus at Eastern Kentucky University the traditional liberal arts and sciences and business and education programs that one would expect to find on a university campus.

Second, I wanted to point out that the students who enroll in our associate degree technical programs receive their general education and their liberal arts instructions from the same professors who are preparing students in the more traditional academic majors. We do not have separate faculties. The associate degree student in

computer electronics technology will enroll for the identical 10 semester-hours of physics with those required of premed students. They will be in the same class with a professor who holds a Ph. D. in physics, and the professor will not know unless he inquires of the student which student is majoring in an associate degree program, which student is a premed student, which student is a chemistry major.

The important thing is the high quality of the course work in supporting fields that are available for our associate degree students. They do not receive a watered-down version of physics or any other liberal arts or general education course as a part of their programs.

In the written testimony I have outlined the major units of the academic organization of the university and, as you review the colleges and the academic departments, you will see the academic traditions that I have referred to as well as the applied and technical programs.

As you will recall, Mr. Chairman, Eastern Kentucky University received university status in 1966. And in anticipation of this change in status, the Board of Regents in March of 1965 approved a new academic organization to implement new direction for the institution. The organization preserved the traditional commitments of institutions to liberal arts education, business, and general education, but it provided in a very bold manner for the development of associate and baccalaureate and technical programs in such fields as health, public service, and technical education.

The organization recognized the sheer complexity of society as it existed in the midsixties, and it anticipated the further complexities that we would be faced with in the seventies and the eighties. We were not blinded by the traditions of the past as we moved ahead, nor were we awed by the magnitude and the missions of much larger institutions.

Simply put, we tried to develop our own unique programs rather than emulating other institutions. The fact that our institution has continued to grow in enrollments this past fall, Mr. Chairman—we have 700 more new students on campus than we had the previous fall—the fact that we have these on campus I think is indicative of the quality of our programs and the responsiveness of these programs to real needs that our students anticipate and have identified.

Our institution—and I think this is a terribly important point—sees no conflict in providing for the intellectual development of students and, at the same time, providing them with preparation for careers through which they may serve as useful and productive citizens. We see no dichotomy in these two positions.

Now, explicit in the 1965 reorganization at Eastern was the mandate that we develop associate degree programs. We have over three dozen of these in place, ranging from nursing to police administration. These are enumerated in the written testimony.

[EDITOR'S NOTE.—Programs referred to follow:]

Agricultural mechanization, ornamental horticulture, beef herd management, child care, computer electronics technology, industrial electronics technology, printing technology, nursing, health record technology, emergency medical care, legal secretary, medical secretary, recreation supervision, correctional services, police

administration, business and industrial security, criminalistics, fire prevention and control, chemical technology, geological engineering technology, and legal assistance.

The associate degree programs at Eastern Kentucky University enrolled more than 1,500 full- and part-time students this past fall. This is 1,500 students out of 14,000. This is a pretty good percentage. For the period July 1, 1979 through June 30, 1980, the total of 387 of these students received associate degrees.

These programs are designed on a career ladder model and, with rare exception, the student may complete a 2-year program and then, if he or she chooses to move into a baccalaureate-level program, may do this without a single loss of credit so long as it is in the same field of study. These associate degree programs, then, in a university setting, with more than 600 well-qualified faculty members, are of excellent quality.

The associate degree nursing graduates who wrote State board examinations this past February and July 1980 had a perfect record—95 wrote State boards, 95 passed State boards. This is indicative of the quality of our programs.

Our placement records for associate degree graduates have been outstanding. The graduates of these programs do in fact go out and find employment, although, I must say, more often than not employers come to the campus seeking them. They move out. They earn respectable livings. They are responsible, productive, taxpaying citizens.

Mr. Chairman, it would seem reasonable to expect that a substantial level of Federal funding would come to an institution enrolling 1,500 full- and part-time students in associate degree programs granting almost 400 degrees last year and with hard and indisputable evidence that these graduates have in fact found gainful employment.

And this has not been the case. For the current year we are receiving approximately \$19,000 directly related to these associate degree programs, or about \$13 a student. Our commencement in May, our president will recognize the 1,000th graduate of our associate degree program in nursing, a program every bit as eligible for funding as a vocational automotive mechanics program at the secondary level or at the postsecondary level.

Now, there is no question, Mr. Chairman, of the local, State, and National need for registered nurses. The current national shortage has been estimated as high as 100,000. We admit 180 students annually to our associate degree nursing program, and there are many, many able students who want to study with us that we must turn away. Why? The program is exceedingly expensive.

How much Federal funding do we receive for this program? Zero.

Now, quite frankly, I have not requested funds in recent years, because I know of the tremendous shortage of funds for postsecondary programs of this sort. It is a matter of concern, Mr. Chairman, that senior colleges and universities have, at best, received very, very modest allocations of vocational funds for their associate degree programs. In my judgment, it generally has not had too much to do with the quality of the programs or the relevance of the programs of State, regional, and National market needs.

With the passage of the Vocational Education Act of 1963, senior colleges and universities with associate degree programs found

themselves essentially in the position of being "the new kid on the block" as far as vocational funding is concerned.

Now, 18 years later, most of us at these 4-year institutions would still tell you that we are "the new kid on the block." I want to say very, very clearly that our relationship with the State Department of Vocational Education personnel in Frankfort is excellent. We work well with them. We understand the kinds of problems that they are trying to resolve.

We receive more vocational education dollars at our institution than most any sister institution in any State in the country. But it is still not enough. There simply is not enough money to go around. And programs, quite frankly, that have been in place for many years tend to have first call on the dollar. And I understand that.

Mr. Chairman, as you and the committee evaluate possible changes in the legislation, I hope you will consider the following:

A set-aside for the development of new programs or the expansion of enrollment in existing programs that are in the national as well as the States' interests. If at all possible, increase the set-aside or funding for postsecondary programs to a level that will provide for some degree of equitable support for associate degree programs.

And third, I think it is time that we consider a redefinition of the term "vocational education." Is it really wise to maintain the barrier to funding baccalaureate-level vocational and technical programs by continuing to insist that fundable vocational education programs must be of less than baccalaureate level? I doubt the wisdom of keeping this barrier in place.

It seems to me if the overriding purpose of the Vocational Education Act is to assist in supporting programs to prepare people for work, than the focus should be upon preparing people in high-quality programs for gainful employment, not whether it takes 1 year or 2 years or 4 years to do the job.

I realize, Mr. Chairman, that this suggestion will be met with opposition from a number of quarters and for a variety of reasons. Yet, I think the definition ought to be examined. And even if it is not changed, we ought to have a better understanding of why this barrier is in place.

Mr. Chairman, the testimony I have brought to you today is based on some 32 years of experience as a university professor and administrator, many of these years being devoted to working with 2-year and 4-year occupational programs, tempered by 4 years of work in a restaurant as a cook and a baker. So I know something about the practical applications of these.

And as I would close, I would cite a hobby that I have, when I travel, of reading the classified advertisements in the newspapers. This gives me an opportunity to see the kinds of employment opportunities that are available for people who are looking for and are prepared for work.

Recently, I read through a 16-page section of job listings in one of our larger cities. And there were hundreds and hundreds of jobs for the unskilled, for the semiskilled, for the skilled, for the technician, for the college graduate in a wide range of fields, and for graduates of professional schools.

Now, which of these job levels should vocational education be primarily concerned with over the next 5 to 10 years, and what is

the most efficient and effective way of dispatching Federal dollars to the schools to assist them in operating these programs? Is the State plan, as it is presently constructed and used, an outmoded document that ought to be replaced with a better system for management and need identification?

Now, these are questions for which I do not have ready answers. But they are questions which I think merit the careful examination of future witnesses by this committee.

Mr. Chairman, I want to thank you for your strong support and leadership for vocational education at all levels from the secondary level through the college level. Thank you for providing me with this opportunity.

[The academic organization of Eastern Kentucky University referred to by Dr. Rowlett follows:]

College of Allied Health and Nursing Departments

1. Associate Degree Nursing
2. Baccalaureate Nursing
3. Emergency Medical Care
4. Health Record Science
5. Medical Assisting
6. Medical Technology
7. Occupational Therapy
8. Environmental Health

College of Applied Arts and Technology Departments

1. Agriculture
2. Home Economics
3. Industrial Education and Technology
4. Mass Communications

College of Arts and Humanities Departments

1. Art
2. English
3. Foreign Languages
4. Humanities
5. Music
6. Philosophy and Religion
7. Speech and Theatre Arts

College of Business Departments

1. Accounting
2. Business Administration
3. Business Education and Office Administration
4. Economics

College of Education Departments

1. Administration, Counseling, and Educational Studies
2. Curriculum and Instruction
3. Special Education
4. Model Laboratory School

College of Health, Physical Education, Recreation and Athletics Departments

1. Health Education
2. Health, Physical Education, Recreation, and Athletic Services
3. Physical Education
4. Recreation and Park Administration

College of Law Enforcement Departments

1. Correctional Services
2. Fire Prevention and Control
3. Police Administration
4. Traffic Safety

College of Natural and Mathematical Sciences Departments

1. Biological Sciences
2. Chemistry

3. Geology
4. Mathematical Sciences
5. Natural Sciences
6. Physics and Astronomy

College of Social and Behavioral Sciences Departments

1. Anthropology, Sociology and Social Work
2. Geography and Planning
3. History
4. Political Science
5. Psychology
6. Social Science

Chairman PERKINS. Thank you, Dr. Rowlett.

Our next witness is Dr. Plathow from Secretary Terrel Bell's home State of Utah.

We are anxious to hear from you now.

Dr. PLATHOW. Mr. Chairman, I am Roger Plathow. I am representing the Utah Technical College in beautiful Utah Valley, and the Adult Education Association of the United States. You have my written testimony in the gold cover. Please do not associate the color with our affluence and our operating budget, please.

Utah Technical College was established in 1941 to provide training for the war effort for the steel mills in the Utah Valley. Following the war, there was a continuing need for specialized training in the various trades. Therefore, the local school districts provided the necessary funds until the State legislature picked up that responsibility in the late forties. Since that time, we have grown into a more viable 2-year associate degree-granting institution.

This past term we enrolled 4,481 full-time equivalent students. During the past number of years Utah's economy has made a turnaround. Many of our graduates sought their employment outside of the State, more specifically in Arizona and California. During the past decade that I have been with the college we have noted that our graduates can almost name their salary and almost name their location. The majority are staying in Utah. We are placing well in excess of 90 percent of our graduates. In many areas we are placing them at a 100-percent level in some disciplines.

I hope my charts can be seen from where you are sitting.

We are, according to the 1980 statistics, we are the fifth fastest-growing State in the Union. And one-third of all of our jobs are being filled by people moving from outside the State moving into our State. This growth is occurring because of our rich resources in energy, and it is causing us some concern in our quality of life, a term you will hear often in Utah.

But we are also seeing the MX as a reality. And so we see a drain on our existing resources. We are projecting, according to Job Service data, that about 45 percent of our jobs will be filled by people moving in from outside the State by 1986.

Now, in delivering our educational programs, we have our institution broken into four major areas. The area of business education, the division of business education; the technology division; the division of trades and industry; and the division of continuing education, which I head. We are finding that business and industry is not only seeking our graduates, but they are seeking out instructors. I will speak to that in a moment. They are seeking them by

taking them off campus and offering them more money than we can offer. And they are seeking their expertise.

I have been exposed to the electronics industry, which is growing rapidly in Utah. Many industries are leaving California, Arizona, those sunny climes, to come to the high mountain vales and streams to establish their businesses. We are finding that many of those industries are needing expertise, and we are fortunate in our electronics department to have some of the most dynamic of instructors as far as being right on the cutting edge. They have been able to, by their own means, stay at that cutting edge so that they can provide the instruction.

I have found that I have to learn some new technology in my years of vocational education, terms like "microprocessing." I talk to industrial leaders, I find that is a field we happen to have—not "happen"—we have a great deal of expertise. So we are becoming very involved with the electronics industry.

Our students at our institution are at a different average age than it was when I was a student at Purdue University getting my vocational degree and my master's degree there. We find that our students are at a higher average age. We find, looking at our statistics at our institution, that those students below less than 21 years of age, that there are about equal numbers of men and women, that as soon as they pass the 21-year age, then the number of women starts decreasing. They are getting married.

But as we reach the ages of 35, our statistics turn around. The number of men and women at the age of 35 or older at our institution are just about equal. The women are coming back after many of them have raised their large families and have their youngest child in grade school. They are coming back to retrain, pick up the training that they have left off years before.

So we find that we have to adjust our training to meet those needs. Much of our training is being taken off campus to business and industry. And our classroom now becomes not the campus in Provo, but the campuses at United States Steel, at National Semiconductor, at National Lead, in the far reaches of the Great Salt Lake Desert. So we find that we are going all over the State conducting training.

Now, in the delivery system within the State, our school answers to two boards. We answer to the board of regents, the higher educational system. We also answer to the State board of vocational education for our funding. And we have a close relationship with them as far as what is being taught. So we have somewhat of a double reporting system. And under the able leadership of Dr. Bell, whom you have stolen from us and brought to Washington, he was able to establish a strong board of regents.

Now, we have some particular problems that we have to address. My other colleagues here have referred to our need for equipment. Because of cuts in our academic budgets, we have had to cut our capital equipment, and that seems to go first. The last 2 years, we have essentially bought no equipment. The director of our business department, being the attractive lady she is, was able to secure \$30,000 worth of word-processing equipment, which is just about the limit of our expenditures of the capital dollars.

So we are hurting for upgrading our equipment. We need to upgrade our staff. I referred to our electronics staff doing an excellent job of upgrading themselves because of their own personal drive. We have, of course, as everyone has, limited budgets.

The factor of institutional prestige, I had formerly served at—I call it “the Harvard of the Midwest,” but when I moved to Utah Technical College, a 2-year technical institution, I found that the prestige just isn’t there. We are competing with the likes of Brigham Young University across the street, and the University of Utah and other great institutions in Utah.

The prestige isn’t there, even though we are placing an extremely high percent of our graduates at very excellent salaries. We are experiencing very rapid growth. We have nearly doubled in the 9 years I have been at Utah Technical College. We have had to double the size of our campus. We now have two campuses. We have great competition with business and industry. We just lost one of our key instructors. We will lose him in March to business and industry. I just heard from the director of our drafting program we are going to lose two instructors in May who will not renew their contracts for next year. We don’t know where we are going to get them.

Some suggestions that we would like to present to you for your consideration, to use the terminology from the act, we believe in your developing a trained and productive work force. We would encourage you to consider as part of that force those people who are above the age of leaving high school, the adult worker. We are seeing a great number of those come into our institutions, especially during this period of tight budgets.

We would encourage funds to help us serve the disadvantaged and handicapped. We have a close working relationship with vocational rehab, and we have had to make major changes in our campus to provide for those handicapped students. We encourage certain incentives to be incorporated into the act, a program to provide for the underserved populations.

Now, in Utah we have a large Indian population. I have been privileged to work with the Indian students, having one live in my home for about 6 years, and learned a new appreciation for their problems in Utah.

To expand vocational training and make it available, we have areas in Utah that do not have opportunities for vocational training to their populations in the remote regions. When I say remote, if you haven’t been to Utah, you have an interesting experience there.

To expand the diversity of training. We are growing, and Utah is growing. We expect to double in our population size, especially as energy and MX impacts upon us. We need to improve the quality of our instruction. Our instructors cannot get away from campus like they would like, because we are keeping them busy year-round. And they have not been able to develop their skills and upgrade their skills by working in industry because of almost a year-round operation at our institution.

We need a closer linking—and I would like to see this addressed more specifically in the act—a closer linkup with CETA. You have heard our other colleague speak of the close working relationship

with CETA. We have an excellent working relationship with CETA. That is another area. But I see in that act as well as in other acts some of the same terminology you find in the Vocational Education Act.

And then our funds for remedial training, we find that we have many students coming to our institution who do not have the background necessary to compete in college-level courses. We need to expand our remedial training. We call it pre-tec. We accept a student where they are and we try to develop them where they want to go, so we can get them into our regular programs.

We would encourage funds to be provided for one-time training for new and developing industries. We are having a lot of small industries look to Utah and are locating there. We need funds for high-priority industries. And, of course, I mentioned energy. When you think of energy and Utah, they are going to be simultaneous for decades to come.

And then we need to look at the flexibility within our allocation formulas so that we can make many of those decisions in our individual States.

I would like to conclude by stating two things. One, I stand here as a representative of a person who has been well served by vocational education. The Smith-Hughes Act of 1917 provided funds at my small Indiana high school where I served as a vocational agriculture student; then as I went on to Purdue University and was trained there, also by Smith-Hughes funds; and then for a number of years teaching in Indiana, again utilizing Smith-Hughes funds.

I would like to quote from Winston Churchill in conclusion:

To every man there comes in his lifetime that special moment when he is figuratively tapped on the shoulder and offered that chance to do a very special thing unique to him and fitted to his talents. What a tragedy if that moment finds him unprepared or unqualified for that work.

Thank you very much. I appreciate the opportunity to speak before you. Thank you, Mr. Chairman.

Chairman PERKINS. Let me thank you.

Let me mention again—that is, for the members who came in late—that the point of today's hearings is to show the many different types of schools which offer vocational education: Comprehensive high schools, secondary and postsecondary technical institutions, colleges and universities, technical colleges.

Now, tomorrow we will look at all the different types of area vocational schools.

And I would like to ask one question of the witnesses from all of these various levels of education. And that question is, simply, do you think it makes sense to cut back by 20 percent on vocational education when the administration is talking about trying to revive American industry? Let me start with you, the gentleman from Wisconsin, and go all the way across. Go ahead.

Dr. DAVIS. I would suggest, Mr. Chairman, that that cut—and especially if that cut is incorporated with cuts in other programs that we also use to provide relevant training services—is definitely going to have an effect. It is going to have an effect because of the direct loss in dollars. It is also going to have an effect because of what happens in the aggregate picture.

In our particular case, our State aids are also being cut back, other potential forms of Federal assistance, cut back. What I am speaking of then is the aggregate effect of all of that. I think that the crisis that our country faces from the standpoint of reindustrialization, the retaining of workers, the need to take workers from industries where they can no longer get employment because of changing technology, and prepare them to work in other industries, suggests that we are at a point in our society that I think we ought to be stepping up the investment, albeit difficult given our country's financial condition. But I think as we prioritize stepping up the investment, especially in retaining and upgrading, it is something the Congress should be considering.

Chairman PERKINS. All right, go ahead.

Dr. PLOTHOW. Mr. Chairman, a 20-percent cut in Federal funds will mean at least \$60,000 lost to our institution. That means one program, one program that will reduce the number of people we are placing in the field of business and industry.

I would encourage you and plead that we not experience a cut. I must echo the previous comment that in vocational education we need increases, not decreases, because when you decrease the number of people that are being put into vocational education, you are looking at the possibility of increasing our welfare rolls, and the cost-effectiveness of the vocational dollar is well documented.

So we plead for not a cut but an increase. And that is not appropriate at this time, I know, but that has to be our position.

Thank you.

Chairman PERKINS. All right, go ahead.

Mr. NAYLOR. Mr. Chairman and members of the committee, I am, of course, concerned with the proposed 20-percent budget cut. I have some concerns about the reasons for those proposed budget cuts.

First of all, I read that funding for vocational education programs at higher levels can't be justified because Federal dollars are mostly directed toward special groups that make up a small portion of the total student enrollments. I would suggest that reduction in Federal funds will impact upon students with special needs.

I also would like to air the old argument, I think, that Federal dollars have a negligible effect on vocational education enrollments, since the State and local expenditures far outweigh the Federal appropriations. And, of course, that is true. I would respectfully submit, though, that in the State of Illinois we may not see this reflected in enrollments, we are very definitely going to see this reflected in the quality of our vocational programs. We cannot hold our own now with the funds that we have available from the State and local level.

I might also say that in a little more philosophic nature, Mr. Chairman—you may have said it best from what I read recently about these proposed cuts. To quote, I would say:

How can we talk about revitalizing our economy and then propose cutting back on the very program designed to give us the skilled manpower which must be the very basis for that revitalization? It makes no sense at all. It is not grounded in any solid study for information, much less on commonsense.

Chairman PERKINS. Dr. Rowlett.

Dr. ROWLETT. Mr. Chairman, I would simply say "Amen" to what these individuals have presented you. We know that the strength of this country depends upon people working. We know that vocational education is an important component of preparing people for work.

It makes no sense at all to decrease the funding for something that is so vital to the revitalization of this country, if work, in fact, is an important part of it.

We have heard testimony today from three individuals pointing out the need for dollars for equipment for our laboratories and our shops. I did not state that in my testimony, but the need is there as well.

I hear this all across the country. We have laboratories and shops that are becoming more and more obsolescent as each day goes by. And unless we get a strong and heavy infusion of dollars into these laboratories, the quality of instruction is going to be diminished very sharply. This is not the time for a cut.

Chairman PERKINS. Well, let me ask all of you distinguished witnesses to step aside temporarily. When we resume the subcommittee meeting, each member will have 5 minutes for the first round of questioning, and no one will be cut short. We have got all day, if it takes it. Just stand aside.

And the clerk will call the roll to establish the quorum, and we will be ready to go.

[Brief recess.]

Chairman PERKINS. All right, come on back.

Let's have it quiet. We still have the subcommittee going on. Those of you who wish to talk, please leave. We have witnesses here.

Mr. Goodling, let's make sure that everybody is heard in this room here.

Go ahead.

Mr. GOODLING. I just have a couple of observations.

First of all, Mr. Naylor, I have a little trouble reconciling things on pages 7 and 8, with your concerns. On the top of page 7 you talk about the problems that you are facing: "There is little opportunity to implement new programs that are needed when all available resources are needed for maintenance." And you talk about how you can't get equipment, et cetera.

Then, on the next page, one of your concerns is: "There is little incentive for business, industry, and unions to form a true partnership with the schools." It seems to me that this is where the problem is. I can't understand why there would be little incentive.

First of all, I think this administration is going to bring about that incentive as far as business is concerned, which is going to take up a lot of that slack that you were saying you might lose. But it appears to me they have all the incentive in the world—both business, labor, and industry—to become involved in helping you to get the necessary equipment you need. After all, you are in the business of training their people. You either do it, or they set up a special program, as many do, and do that training.

So I don't quite understand. Why that problem?

Mr. NAYLOR. It would certainly seem that way, that there would be all the incentive in the world. I just suggest to you that, particu-

larly in our State, that that has happened to some degree. I am not suggesting that there is no activity in that area, because there certainly is.

There was about one-half million dollars of State money directed toward in-plant training this year to attract new business and expand business in the State of Illinois. Those funds were used up in a period of a couple of months. So there is need for more. I am just suggesting that at particularly the secondary level we need to take a closer look at a true partnership which would give vocational educators the opportunity to meet with businessmen and say:

Here is what I can contribute. Here is what I can contribute best. I can perhaps contribute some of the funds that will assist in preparing the teachers or in supplementing the teachers activities. You may be able, in some cases, to supply the facility and the equipment.

And heretofore, we have not done that very effectively. We have not looked at industry as the laboratory for our training.

Mr. GOODLING. Here, again, I think that is where I get the impression this administration wants to head in tax incentives, et cetera, to do that kind of thing.

Mr. NAYLOR. I am not disagreeing with that. I am supporting that concept. But I am simply saying to you that let's let that initiative be at the local level; let's let the local people look at their needs in terms of business and industry. All vocational programs don't, I think, lend themselves to that kind of situation. Many others do. I sincerely believe that the local people have enough initiative, between the educators and the business and industrial community, to do that.

Mr. GOODLING. On page 9 you, as well as several others in their testimony, indicated the necessity to get the necessary articulation between the different agencies and organizations in the private sector and so on. I will ask you, as well as one or two others who have talked to that issue, whether the youth employment bill as we wrote it last year and have reintroduced it again this year is a step in that direction, trying to force that kind of cooperation between CETA prime sponsors and between vocational and the general education in the community, et cetera?

Mr. NAYLOR. Are you addressing that specifically to me at that time?

Mr. GOODLING. On page 9 you talk about it. I am simply saying that we move in that direction with that piece of legislation. That is what we thought we were doing, and that is what the main thrust of that was, to try to force everyone to work very closely together to this business of educating youngsters and preparing them for everyday work.

Mr. NAYLOR. What I understand of the youth bill, yes, that would have been a step in the right direction. Again, though, my perspective is particularly limited to my area. And I would suggest to you that in my area the driving force for training has been the vocational educators. In my immediate area I am relatively proud of the fact that our CETA prime sponsor funded—the very first program that was ever funded by that prime sponsor—an in-school program for in-school youth. We have utilized those funds. But vocational educators have utilized those CETA funds because those were the funds to utilize to impact on the business that they had at

hand, which was training young people and adults. But I know that cooperation and that spirit is not universal.

Mr. GOODLING. You indicated aid for the incentives for private sector. And again I would reiterate that is the direction this administration is trying to move. I would hope that those incentives would be so great that we would once and for all do something about the number of unemployed youth in this country so that they are better prepared to take those jobs that are available.

I don't quite have the same support that you have, apparently, for the Federal Government's role in staff retraining and upgrading. I think that is something, one, that you have the job, it is your responsibility to be sure that you are upgrading your abilities and you negotiate with your unions to see whether management helps to pay for that kind of thing.

But I think that with the budget crunch, it would be a low priority as far as the Federal Government funding is concerned, if you were talking about Federal aid for the purpose of establishing incentives for staff retraining and upgrading.

Dr. DAVIS. I guess in terms of the specifics of how you achieve that, sir, I was not necessarily seeking any specific amount of Federal assistance but rather some Federal initiative in that regard. I think again offering opportunities that would be inducements for employers to make provision for members of our faculty to come onboard with them through sabbatical or exchange relationships.

Now, admittedly, we can and do do some of that at present. But when we offer one of our faculty members to an industry, particularly to retrain in a new technology, that person is not necessarily a productive employee for them. And I think again how to achieve it, whether it is through some limited tax incentive to invest in helping public school employees through that process or whatever the means, I guess I speak more of an initiative in that regard than any direct allocations of large sums of money.

I think the need to—in some of the early legislation, there were some inducements set aside through grant programs for staff upgrading and so forth. Admittedly, a fair share of that should be the responsibility of the individual, and truly is under most of our systems.

But I am just looking for things that would encourage a greater partnership in that regard.

Mr. GOODLING. My time is about out.

I would make one observation, Dr. Plathow—is that the pronunciation?

Dr. PLOTHOW. Plathow.

Mr. GOODLING. If you are going to continue putting your eggs in the MX missile basket, so far as growth in Utah is concerned, I would hope that this President, who I don't believe is very enthused about that program, would see the light and stop that folly. I think Johnny Carson told him at the gala we had out at the center the night before the inauguration, he said, "Rather than spend all that money, if all you are trying to do is confuse the enemy trying to find out where the missiles are, put the damned thing on Amtrak and nobody will ever know where they are." [Laughter.]

Mr. GOODLING. So I would hope that you are not counting on that moving ahead for your growth.

Dr. PLOTHOW. There are many in Utah certainly not counting on that. There are many trying to derail the process.

Mr. GOODLING. Let's derail it before the missiles are on it.

Dr. PLOTHOW. Yes.

Chairman PERKINS. Let me call on the members by seniority this morning.

Mr. Corrada.

Mr. CORRADA. I have no questions.

Chairman PERKINS. All right, Mr. Kildee.

Mr. KILDEE. No questions.

Chairman PERKINS. Mr. Williams.

Mr. WILLIAMS. Thank you, Mr. Chairman.

Mr. Naylor, has industry in Illinois or employers generally in Illinois in the past offered to be a driving force for the benefit of education and training of your vocational education students?

Mr. NAYLOR. I would say this: That they have cooperated with us in terms of the programs that we have had the wherewithal to offer them. I am not inferring a lack of cooperation at all in the comments that I have made. I am simply inferring that if we are going to look at new pieces of legislation that are going to carry us for another 10 years perhaps, we ought to be looking at some new kinds of incentives and some new kinds of partnerships that at least my institution at the secondary level has really been unable to forge at this point.

Mr. WILLIAMS. Have you needed and do you need in the future partnership and cooperation to the same degree that you need the driving engine of dollars to educate those vocational education students?

Mr. NAYLOR. If I understand your question correctly, I would say that the partnership is to me of paramount importance.

Mr. WILLIAMS. You are willing to substitute the partnership with industry for Federal dollars to Lockport?

Mr. NAYLOR. No. Because I don't see that as the same thing. I think that is going to require me as a vocational educator to be able to go to business and industry. Again, I am supporting my contention that if I go to business and industry with some kind of incentives at the local level, now, as the local school district representative, that they will be willing, in fact, to support their local schools in the training of young people and thusly, of course, benefit their own industry. That is the concept that I believe in.

Mr. WILLIAMS. Let's just take the following example. Federal dollars to Lockport vocational schools are reduced by 25 percent. Will industry in Illinois pick up that amount?

Mr. NAYLOR. That is a difficult question to respond to. I suppose it is like some other things we might cite. I think in other areas of the country where business and industry, particularly home-based and home industry, have found their schools to deteriorate so badly that they have had to step in and save schools by adopting them and injecting large amounts of money into training programs.

I think that has happened in Boston and some other areas. At least I am led to believe that.

I don't know whether they are willing to pick it up, because I suspect it becomes a matter of how badly are they going to be hurt, how do they perceive the need there. So far we have been able to deliver to them, I think, something of what they have needed. Yet, there are still local critics out there that say we are not doing all that we should. But when that need gets worse, I suppose, they are going to have to come to some method of solving that problem. And perhaps dollar contributions to the schools will be one of those.

Mr. WILLIAMS. One of the other possibilities is that various industries will set up their own training programs, their own schools. And if that happens, we will then overnight change public education in this country to private education in this country. That is a radical concept. I am sure that it is not one that you are espousing. I can assure you it is not one that I am espousing. But I see it as the logical outcome of the direction that this administration appears to be taking.

Thank you, Mr. Chairman.

Chairman PERKINS. Thank you very much, Mr. Williams.

Our next member, Mr. Ratchford. Go ahead.

Mr. RATCHFORD. Thank you, Mr. Chairman.

Directed to Dr. Davis, and the panel collectively, I personally think the testimony was very much on point and very beneficial.

As I understood your budget, 10 percent of it was from straight Federal dollars for vocational education, and another 15 percent from student loans, CETA, and work-study; is that correct?

Dr. DAVIS. That is correct, sir. The amounts are: Of a \$12 million budget, \$1.2 million is direct; another \$1.5 million comes through student assistance programs.

Mr. RATCHFORD. Is this typical of the vocational field as you know it?

Dr. DAVIS. It is typical in the State of Wisconsin. I am not really qualified to speak to that on a national basis. In Wisconsin my comments are directed really at the postsecondary level, because many of the student assistance programs don't apply at the secondary level.

Mr. RATCHFORD. If that is the case, it would appear to me that your State generally and your institution specifically may be more vulnerable than others, because while the President has talked about a 20-percent cut in funds for vocational education, student loans are a whole different factor. So is CETA. So is work-study. I am just wondering what the impact on your school would be if we had both the proposed across-the-board cuts in vocational education and the reductions in student loans, CETA and work-study which are now contemplated.

Dr. DAVIS. Well, sir, I think, in part, as the chairman asked the question earlier, I would suggest that aggregate effect is truly what we are most concerned about, because while each of the programs is targeted toward different purposes, if in fact they are all cut, there is going to be a substantial reduction in services.

Now, essentially, those services are going to go to people who can least afford to pay for them.

Chairman PERKINS. Excuse me for just a moment, Mr. Ratchford. I would like for you to take my seat for a few minutes. I have to attend to some other business.

Mr. RATCHFORD. Please proceed.

Dr. DAVIS. The services that would be cut back are going to be services that are providing access essentially to handicapped, disadvantaged individuals, because the Federal funds that are coming to us on direct grant are largely going toward those types of audiences, at least in the State of Wisconsin.

If student assistance programs are cut back, then the impact is even all the more pervasive, because there are people who don't necessarily fit classifications of disadvantaged or handicapped in the sense of the Vocational Education Act, in the sense that they will not be able to achieve access.

Mr. RATCHFORD. I would direct this to staff. I notice that we have a few staff members in the room. It would be beneficial to me and, I assume, other members of the committee if we had a breakdown of the typical pattern of funding for vocational schools in the country.

For example, Mr. Davis, you said that your pattern was typical for Wisconsin. You could not speak for other States. As we weigh these impacts, obviously we are going to need to know what the national impact would be. So if there are further comments from the panel on that, fine.

If not, I would ask staff to provide us with that material.

Dr. DAVIS. If I could make one additional comment. In looking at that issue, particularly at this point in time, it is also important to look at what other sources other than Federal funds are also being reduced. A case in point would be that in our State we have experienced—and I know many of our neighboring States in the Midwest have—substantial reductions in State assistance, which tend to be more severe because they amount to larger percentages of our budget—in our particular case, 30 percent—as opposed to the Federal dollar.

So again it is the aggregate effect of all of that that is going to put us in a position of actually reducing services.

Mr. RATCHFORD. Thank you. And at least two members of this panel met with your Governor last night, so we know what you are talking about.

Yes.

Dr. PLOTHOW. Our budgets reflect a 6 percent—a total of 6 percent of our budgets come from the Vocational Education Act. The rest of our budget, our operating budget, comes from the State legislature. So a 20-percent cut would be less than what you were just referring to. But still, we are talking about \$275,000, which is the 6 percent. Twenty percent of that, as I said previously, is one program.

Mr. RATCHFORD. At this point, I think I will yield to the gracious lady from New Jersey.

Mrs. FENWICK. I thank the chairman for yielding.

This has been a really most interesting meeting. I am struck by the testimony of the gentleman from Kentucky and the coordination, in the one institution, of the programs he has outlined.

It has long been my contention that many a person who enrolls in a vocational school in carpentry might turn into an architect, had this cooperation been part of the picture, or somebody who thought he might go in for TV repair would turn into a physicist, if

the higher education component were readily available and a part of that same system so that the credits could be transferred.

It seems to me to make a most significant change. But I would like to hear—and maybe the committee staff can supply me with it and spare you gentlemen the trouble—about the Federal training programs which are designed to train people of whatever age—but let's stick mostly to the younger ones—for work in the world or a profession. How many different programs are there? And how much do they cost? What suggestions have you, who know the field, for coordination in order to save administrative costs?

If we are going to preserve education and we have to cut funds, surely administrative costs are the places to look rather than the funds that are going to students or are facilitating the entry of students into the field?

I would love to know what you have. And I am struck by pages 8 and 9 of Mr. Naylor's statement, by the lack of cooperation that seems to exist between business, industry, labor unions, and the vocational schools, and also the lack of cooperation between the various programs—Job Service, CETA, and so on.

This has got to stop. Difficult or not difficult, if we haven't got money, we can't have students. We have to take it out of the egos of those who refuse to merge. This is where I am beginning to see the problems.

People come to see me from the health field, and it is the same thing there. Those who are concerned, and work daily with the disadvantaged and poor and the people who really need help desperately, have suggested to me ways of consolidating and saving in the administrative field. That is where I think your system may have some message for all of us.

In my State—that's New Jersey and I don't know if this applies more widely—we have one educational establishment designed for 3,500 students. There are 1,500 there now and desperate efforts are being made to fill it—a situation quite different from what has been described here.

Another community college in my district spoke to me of "our good market," "our best market now since there is such a lack of students, are those who are already employed and are coming to build up their skills because they want to get on in their job." I see no reason why they shouldn't pay the full cost of that instruction.

And I would like to know from each one of you what is the difference between what it costs and what you charge, because then you begin to see, to really get the shape of the whole picture.

In my own State, at the State university the cost was, of course, many thousands, while tuition was in the hundreds. So those who had plenty of money were being subsidized when their children went to the State university.

We must carefully study all programs where money, tax money, is used. The tax money must be used to help those who otherwise could not manage. We cannot afford across-the-board subsidized programs when people can afford to pay. If a person is making a good wage, I see no reason why they shouldn't pay for their part-time upgrading.

The "market" for institutions was described to me, and I thought it was an extraordinary way to talk about students as a "market."

"Our other good market," the dean said, "are the elderly who like to come back and freshen up a bit. They have so much to give."

Really, gentlemen, when we are thinking of making it more difficult for parents to help their children who desperately want and need education, is this a possible way of thinking about education?

Chairman PERKINS. Do the gentlemen want to respond? And second, a portion of the question may lend itself to a written response. The dollar evaluation, if you don't have that information with you. But the floor is open to the four of you, and perhaps you would want to respond from this end of the table to that.

Dr. DAVIS. Three are a number of points inherent in your comments. It is difficult to pick out all of them to respond to. But I do think that I don't have a solution for you. But I do think that anything that can be done to strengthen in the provisions of the Vocational Education Act, the provisions for linkages and encourage those linkages with other acts, in part, addresses your question.

I would also submit that in legislation that Congress has passed in recent years, I personally feel there have been some definite strides made in that regard, strides in CETA legislation and other forms of legislation, vocational rehabilitation, whatever. It is a big problem. It is a problem at all levels in our society. We have so many different types of Government structures, albeit democratic at the local level, the State level, and so forth. And it is difficult, I think, for you folks to design legislation that addresses all those different structures.

Mrs. FENWICK. What do you think of Dr. Plathow's solution: You bring it all together?

Dr. DAVIS. I think the problem with it is due to the uniqueness in each of the different States. It is difficult to just design some type of a legislative mandate that puts it all together.

In our particular State we have a university system that preceded the technical institutes. Great strides have been made in the last 10 years to structure working relationships, where our students now transfer to those institutions. But achieving much more than that at this point, I don't know really what we would do. We have worked hard at it.

I think there has been a sensitivity to it. Again, I would point out my feeling with the other acts is that I think Congress has made strides to address your concern. I don't think we are going to solve those problems in the short haul. But the last rewrite of CETA legislation, as an example, made some tremendous strides in terms of linkages with vocational training entities.

Now, as you look at that around the country, it works better in some locations than it does in others. And that often is a function of the people involved more so than the design of the structure. I don't know how you correct for that, sincerely.

Mr. RATCHFORD. May I interrupt at this point to indicate that Chairman Perkins set a 5-minute rule, and we have gone beyond that.

Perhaps Congressman DeNardis would want to question and then yield back any time that he might have remaining.

Congressman DeNardis from Connecticut.

Mr. DENARDIS. Thank you, Mr. Chairman.

I would like to ask Dr. Davis a question, and then I would yield the remainder of my time.

Mr. RATCHFORD. Would the gentleman turn on his microphone?

Mr. DENARDIS. Dr. Davis, I was not here for the presentation of your remarks, but I have been reading your remarks as well as the others' since I have arrived. I am particularly interested in references on page 6 to our rapidly advancing technology and the reindustrialization thrust that apparently will mark the 1980's and how vocational education can respond to that. Perhaps you commented beyond the remarks in your paper at an earlier point, and, if so, I am sorry to ask you to do so again.

But I would be interested in knowing how we might approach the recommendation that you make under A, providing partial support for equipment replacement, especially in the dynamic technologies and how that might be built into the new reauthorization.

Dr. DAVIS. All right. I think that as far as the specifics of what you write into legislation, I am not enough a student of it to offer you "Whereas," per se, in terms of concepts. What I would like to see is that a series of technological areas, be it perhaps electronics or data processing fields, energy fields, or whatever, be targeted as the area in which Federal funds could be used on a matching basis with the Federal dollar being the lesser of that match, but necessarily a part of it to assist with equipment replacement in fields such as I have cited, such as laser technology, data processing, areas that the technology is moving so rapidly that it is difficult for us at the local level to come up with strictly local funds to meet that need.

Now, I would think that other dimensions could also be built in, some of which exist at the present time. The excess property programs, Government surplus property programs, some encouragement of profit participation in that regard. You were addressing the question earlier in that sense.

I don't think that business and industry will ever be willing to be involved in the purchases of equipment for things that provide for more general training. They are going to be interested in a specific machine to train a specific task. But our job goes beyond that. We have to train people to be mobile, as well.

So, really, what I would encourage you to think of—and I don't have a good formula for you—is how we could develop an initiative that would provide for packaging of Federal dollars, profit dollars, local public investment, in keeping equipment up to date, but to target the Federal funds in these rapidly expanding areas, new technologies or emerging technologies.

Mr. DENARDIS. Thank you.

I will be willing to yield the remainder of my time.

Mr. RATCHFORD. The gentleman yields.

The representative from New Jersey.

Mrs. FENWICK. I don't want to take all the time, but I would like to hear what the other gentlemen have to say.

Mr. NAYLOR. Could I respond, please? I have become concerned by some of the questions regarding my written testimony, and I think I would like to set the record straight if I have misled anyone with my written testimony and indicate that there is a lack of cooperation, if you will. That is not what I intended.

There is indeed cooperation between vocational education and CETA. There is indeed cooperation between vocational education and the Job Service and the like, and other vocational education institutions. All I am suggesting is that vocational education does have indeed some way to go to improving that articulation. And that relationship and increasing it.

It is not in a total state of disarray. If I have led you to believe that, then I apologize for that. That is not true.

Dr. PLOTNOW. One comment concerning the excessive costs of some programs. I am thinking specifically of the coordination and the linkages that several of us have spoken to in regard to the flexibility that CETA and others have. They can pick and choose where they may go to get their educational training programs. These programs may be purchased in the private sector.

I am thinking of one case: in our institution we were geared up to go, we had the furniture, we had the expertise, we had the instructions, we had the administration. They chose—the agency chose—to look to the private sector who, from without the basis, purchased the furniture, hired the staff, rented the space, and a great percent—I can't quote percent—but a large, significant percent of those dollars went to do that which we already were geared to do.

Now, that is a deep concern of mine. I am speaking for the vocational institutions like we have. I was also associated with Purdue University and had the associate degree through Ph. D., but I am speaking for both of these. At our institution our students may transfer within the State without question as a junior to any other institutions. Of course, the problem when a person transfers from an associate degree in welding to medicine, some of those don't transfer too well; if he is a junior, it may take a couple of years longer. But we do have that relationship. So we have the relationship among the institutions.

The one concern I just referred to previously about the flexibility that exists with the various agencies is a concern of mine, where those dollars are lost to direct training to the student.

Mrs. FENWICK. I have other examples, yes. Thank you.

Dr. ROWLETT. One example of our institution and the postsecondary noncollegiate-level vocational schools, over the years we have developed cooperative written agreements with the postsecondary vocational schools in Kentucky that will provide positive guidance to the young man or young woman who is pursuing, for example, a 1-year program in drafting technology in a noncollegiate environment.

If this young person wishes to come to our institution and enter in an associate degree program or a baccalaureate program, it would be foolhardy to say this person must start from square 1. So it is worked out in writing as to the amount and level of credit that that person will be awarded based upon high-quality instruction that we have evaluated, including facilities.

This is an acceptable technique that is used by many fine institutions. I am not sure that one can legislate it. Maybe legislation helps, but I think good people working with common interests pulled this off most effectively.

Mrs. FENWICK. Could I ask one more question?

Mr. RATCHFORD. Yes.

Mrs. FENWICK. What would you think of giving every State a block grant for educating or training—whichever word one wants to use—young people or middle-aged people for the world of work or professions? What would that do?

Dr. PLOTHOW. There are a couple of reactions to that. I asked the same questions of my colleagues in Utah before I left, because I knew that this would come up. I got dichotomous answers from different ones.

A block grant would permit we in Utah or Indiana or Wisconsin or wherever to make those decisions within the State to fit our uniqueness.

Mr. RATCHFORD. Could I interject to ask would you feel the same way with a block grant with a 20-percent cut?

Dr. PLOTHOW. Ask that question again, please?

Mr. RATCHFORD. We have to get into the dollars of it if we are going to have a discussion, too. I favor consolidation of programs. That is the thrust of the line of questioning from the gracious lady from New Jersey. We then have to look at the dollars, too. What if we get a consolidation but along with that consolidation a 20-percent dollar cut?

Dr. PLOTHOW. This is where the fear comes in, concern. When we have it in one block, it might be too easy to say 20 percent of that block; then we have to react to that.

There are some specific areas of categories that would be hurt greatly if those categories were cut. But looking at the pros and cons, I would have to lean toward the block grant and let us decide where those cuts should come. But there is that concern. It was expressed before I left Utah.

Mrs. FENWICK. Let me just give you an example of administrative costs. And I would hope that the cuts would come out of that.

We had in the State of New Jersey for 6 or 8 years, \$4 million a year for day care centers. An administrator came to the assembly and testified that they had just reached 1,000 children enrolled in the State centers, which means that the cost per child in previous years had been more than \$4,000 per child per year for day care center care.

However, on examination, the cost of these programs was \$2,800 and \$1,200 was administrative costs in Trenton.

Now, that begins to show where consolidation might really help. It was also true at this time that private, nonprofit day care centers were being run, two of them in the State, qualified and certified, at \$20 per week per child, which is about—what—\$1,000 a year? This was, of course, in 1970, when I was in the State legislature. And the costs would all be higher now.

With all this proliferation of programs—whether it is the work-study or the cooperative education or CETA or all the programs directed to the same field—the administrative savings by consolidation, I would think, would be very considerable in any case.

In that case, what would \$1,200 as a proportion of \$4,000 be? Isn't that 30 percent? Is it? Yes. It is.

Mr. RATCHFORD. I would observe that we are about out of time. But more significantly, we are out of committee, if you will look around. So while this dialog is interesting, I think, unless there are

further questions from Representative Kildee, that we would better lend ourselves to ending the committee hearing and discussing it further on a one-on-one basis.

I would indicate to the public and members that we will be back tomorrow morning at 9:30.

Collectively, we would thank the panel. It is obvious that the interest is here. You have had a lot of questions, and the response has been stimulating. You are a good initiator of our several months' long discussion. Thank you.

[Whereupon, at 11:30 a.m., the committee was adjourned, to reconvene at 9:30 a.m. Wednesday, February 25, 1981.]

[Material submitted for the record follows:]

COMMITTEE ON
ENERGY AND NATURAL RESOURCES
WASHINGTON, D.C. 20510
March 5, 1981

Dear Representative Perkins:

I wanted to take this opportunity to express my support for your work as you face the difficult task of controlling the various aspects of the reauthorization without doing irreparable harm to the delivery of services under the current federal vocational education programs that are critical to our nation's economic growth.

I enclose for your information a copy of a letter I received from the WVA as well as the economic position paper of the American Vocational Association for possible inclusion in the hearing record.

With best wishes.

Sincerely,

Henry M. Jackson U.S.S.

HMJ:ctl
Enclosures



Office (206) 584-7611
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Feb 11 10 43 AM '81

G. James Capelli, Legislative Chairman

10214 DeKoven Dr. S.W. Tacoma, WA 98499

February 5, 1981

Senator Henry M. Jackson
137 Russell Office Building
Washington D.C. 20510

Dear Senator Jackson:

I'm sure one of the most critical issues that the Senate will face this year will be the resolution of our fiscal status, and within that will be the necessity to prioritize the budget request. One of the items of interest will be the relative posture of Vocational Education at the Federal level and the amount of funds allocated to that function. I might point out that since as early as the Smith-Hughes and George Barden Acts, it has been recognized that Vocational Education serves a vital role in the economy of the Nation...through the development and preparation of unemployed persons to fill vital roles in business and industry, as well as to work toward their own fulfillment as productive citizens in our communities.

Vocational Education has been and continues to be attacked at the Federal level by those who feel that this may be an inappropriate expenditure. I would again point to the fact that our early forefathers deemed it a significantly important enough program to place a very high priority in the establishment of programs as were identified by the George Barden Act, Smith-Hughes, and ensuing legislation.

The Federal government has a responsible role in setting the direction and tempo for the needs of our society and for the preparation of our population to fill productive roles in industry, and of course, to help these workers meet their own needs as productive people.

Vocational Education is once again being attacked from the standpoint of fiscal reductions under the pretense that the previous increase was unwarranted. I would encourage your support in defeating such an attitude...in that Voc. Ed. has been perhaps the most responsive Federal program to be enacted from the viewpoint of employment results and revenue return through the training and employment of these job-ready individuals. The Washington Vocational Association (WVA) leadership urges your opposition to any action aimed at reducing the funding levels for P.L. 874, as currently submitted.

Sincerely,

G. James Capelli, Legislative Chairman
Washington Vocational Association
Phone: A.C.206 584-7611, Ext. 252

*Northern Burlington County Regional
Senior High School*

G. RICHARD LANGE
Principal

ERIC C. BARNETT
Assistant Principal

JOHN C. LUKIS
Assistant Principal

DAVID A. WISEMAN
Director
Pupil Personnel Services

COLUMBUS, NEW JERSEY 08022

February 12, 1981

The Honorable Carl D. Perkins, Chairman
Congress of the United States
House of Representatives
Committee on Education and Labor
Sub-Committee on Elementary, Secondary,
and Vocational Education
B-346C Rayburn House Office Building
Washington, D. C. 20515

Dear Mr. Chairman:

Regretfully I must decline the invitation to give testimony at the hearing of the Sub-Committee on Elementary, Secondary, and Vocational Education rescheduled for Tuesday, February 24, 1981.

I was fully prepared to testify on the original date, February 10, 1981, but because of the change of date, I will be in Atlanta, Georgia, for the National Secondary Schools Principals Association convention from February 20th through February 25th.

Needless to say, I am extremely disappointed to miss this opportunity to assist your Committee. I am a strong advocate of vocational education and have devoted much of my career to promoting it.

If the hearing is rescheduled again, it will be my pleasure to testify. I have included with this letter copies of my testimony.

Thank you again for your invitation. I was honored to be considered.

Sincerely yours,

G. Richard Lange
G. Richard Lange
Principal

GRL:jsb

Enclosures: (3)
Testimony

Telephone (609) 298-3900 or (609) 267-7878

PREPARED STATEMENT OF G. RICHARD LANGE, PRINCIPAL, NORTHERN BURLINGTON
COUNTY REGIONAL HIGH SCHOOL, COLUMBUS, N.J.

I am honored and feel privileged to provide assistance to you by explaining how vocational education is delivered in one school district of our nation. I hope that the testimony that I give today will be of great value to you in making the very important decisions you are compelled to make.

The school system which I represent, Northern Burlington County Regional School District, is located in southern New Jersey about fifteen miles below our capital of Trenton. Burlington County is the largest county in New Jersey. Although the individual communities within our 95 square mile regional school district date back to the late 1600's, our secondary school district came into being in 1960 providing comprehensive education for seventh through twelfth graders. We currently serve 1,626 students from a rural area containing a dozen small towns. Approximately 75% of the total district is in farms and open space. A unique feature of our district is that about 30% of our student population are the dependents of military personnel associated with McGuire Air Force Base. Most of these students live on the Base and are somewhat transient as compared with the remaining 70%, many of whom represent the latest individuals of many generations living in the area. Because of the size of the area we serve and the complete lack of public transportation, nearly every student is bused or drives a vehicle to school.

The district's school buildings, consisting of a junior high school and senior high school, are located on the same 125 acre site which is geographically centered in the school district. Our local educational agency is a nine member Board of Education elected on a representative basis from the four townships included in our school district. The chief executive officer, who is appointed by this Board, is called the Superintendent of Schools. We are proud that we have a very capable woman in this position, Miss Eileen T. Sheedy. Administratively, the district has two principals -- one for the junior high school (grades seven and eight), and the other at the senior high school level (grades nine through twelve).

Having provided you with some background about our school, I would like to proceed with the reason I have been asked to testify here today.

Our district, while classified as a comprehensive high school, has several significant vocational and career programs which serve the majority of the students enrolled in the district. I'd like to describe the programs and some significant features of them in the next few minutes.

Upon entrance to Northern Burlington County Regional from five elementary schools, our seventh graders begin a two year career awareness program entitled "Introduction to Vocations." Each seventh and eighth grader, as a part of their required program of studies, attends one class each day that explores the world of work and exposes them to the many career choices they have before them. These classes are taught using many motivational devices as part of the instruction. For example, guest speakers representing various career fields,

field trips, hands-on experiences and gaming are a few utilized. The emphasis is not at this point for the student to make a career decision, but to provide some insights into the 15 job clusters which comprise the world of work. These programs are taught not only in classrooms, but also in shops, laboratories, greenhouses and out-of-doors. Because of its placement in the junior high school curriculum, the Introduction to Vocations Program helps students and their families with senior high school course selection or another option available to them, possible transfer to county vocational-technical school system, where they may pursue a skilled trade field not offered at Northern Burlington. We have about 40 students currently attending the county vocational school.

The students who do not attend the county vocational-technical high school, choosing to continue their education with us, have a variety of vocational or career options within our school. All students in secondary education have State and locally mandated academic courses in the fields of English, math, physical education, science, and social studies to master during their four years of high school. At Northern Burlington, they also have an extensive list of electives they can pursue to broaden their knowledge and skills. A substantial portion of these electives are in the career and vocational areas. These include programs in vocational agriculture, horticulture, business education, home economics, and industrial arts. As seniors, they may choose to participate in one of our four cooperative education programs.

To assist students in selection, during the past years, we have developed an attractive career guidance center with a variety of materials, audio visuals, and current job information. This center provides a wealth of information to all of our students and their families. They are assisted by a career counselor who

provides specialized services beyond those of the regular guidance counselor. The career center is open to all grade levels in the district and has assisted students even after graduation.

We take great pride in the fact that Northern Burlington County Regional has the largest vocational agriculture-horticulture department in New Jersey and is recognized widely as an exemplary program. It is perhaps a major reason I have been invited here today. Statistically, this program has six well qualified, full-time, and one part-time instructor and 341 students enrolled in one or more courses offered by the school. An interesting fact is that two of the teachers and 190 students are female. Physically, it utilizes more than four classrooms and laboratories, a farm mechanics shop, three large greenhouses, a 10 acre ecology center and a 25 acre land laboratory. The vocational agriculture program began when the school opened in 1960 and at that time I was the vocational agriculture teacher. To show our flexibility and growth through the years, the entire emphasis in the beginning was on production agriculture, the main thrust being dairy, poultry, farm crops and some vegetable production. The nature of the agriculture in the district is changing, mostly due to today's economics driving the value of land to a higher level. The district now has much less dairy and virtually no poultry, but more land is devoted to cash crops and there is a growing trend in breeding and training race horses. Along with these changes and the advent of more homes, mostly in suburban areas adjacent to the district, the school began vocational horticulture courses in 1966. Thus, while there has been a gradual drop in the number of students interested in the traditional farming type production agriculture program, there has been a growing trend in the horticulture field.

When entering the ninth grade a student, who may have been stimulated by the Agriculture-Natural Resources cluster in the eighth grade Introduction to Vocational Program, may select one or more options in the agriculture area. The choices offered at the freshman level are Plant Science, Animal Science or Farm Mechanics. These courses are basic courses that give the student an opportunity to experience a specialized area of study with a hands-on approach. During this time, part of the instruction is in leadership activities through the Future Farmers of America Chapter. Usually, a student will also begin a supervised occupational experience during or shortly after completing this first year.

As the student moves into the final three years of his secondary education, he or she will select either the production agriculture program or the horticulture area. There are three double period vocational agriculture courses offered at Northern Burlington taught by a farmer possessing a bachelor's degree in agriculture and a master's degree in vocational education. This is typical of our program and three of the instructors are active farmers with such training and degrees. All of the teachers have agricultural college degrees, practical experience in their field and State Certification to teach.

In addition to the classroom and laboratory instruction, students also receive shop training in a variety of skills needed by today's farmers. Welding, machinery repair, basic carpentry, elementary surveying are a few examples of the practical shop instruction. The land laboratory provides experience in growing farm crops, using machinery and chemicals.

Students that are more inclined to working with livestock may select

Advanced Animal Technology which is taught seven periods per week, providing hands-on experience with the large and small animals. A considerable amount of the instruction in this course occurs off campus at local farms because of limited facilities at the school for handling livestock.

The student that selects the horticulture portion of the agriculture program also has a variety of courses from which to select and to tailor to his or her interest. The following courses are taught on a seven period per week basis:

- Greenhouse Management and Crop Production
- Advanced Greenhouse Technology
- Landscape Maintenance
- Floral and Landscape Design

The greenhouses, consisting of 5,650 square feet of growing area, provide indoor training in horticulture while several outdoor acres are utilized for ornamental and vegetable growing. An interesting facility at Northern Burlington County Regional is the 1,000 square foot solar collection system that assists the heating of one greenhouse. It was constructed by the students under Work Study funds, vocational agriculture teachers and C. E. T. A. sponsored carpenters.

This unique innovation was dedicated by New Jersey Governor Brendan Byrne in 1977 and an exhibit of it is currently in the National Agriculture Hall of Fame in Bonner, Kansas.

It should be emphasized that students in the horticulture program are well-trained in skills and have little problem finding employment after graduation in nurseries, floral shops, landscaping businesses or plant production. Several graduates have established their own such businesses while others have gone on to college.

The newest course offered in the agriculture program is Natural Resources-Conservation, which has been instituted to capitalize upon a renewed interest in preserving our precious resources of soil, water, land, forests, and other gifts

of nature.

During the senior year, a student pursuing one of the agriculture options may select the Cooperative Agricultural Education Program, which provides on the job experience after attending school in the morning. This very excellent vocational experience permits the student to gain skills in specialized areas under the supervision of the teacher-coordinator and under actual working conditions. The work stations, carefully selected and State approved, are actual community enterprises where the employer assists the school with training the student for the world of work in some form of agriculture. These jobs could be in an actual farming enterprise or in an agri-business service organization.

Throughout the student's training in agriculture, no matter the specific program followed, students are encouraged to develop leadership and community involvement through the F. F. A. At Northern Burlington County Regional, an active chapter is maintained and supervised by all seven instructors. A glimpse of the quality of the program can be obtained when one is aware that four of the New Jersey teams in National F. F. A. competition came from Northern Burlington in 1980.

We feel that our agriculture program is well adapted to the needs of our students while being flexible enough to meet the changing world we live in.

Recently a pilot program in agriculture for adults has begun at Northern Burlington County Regional and is now at the developmental stage.

This program will bring to young farm families in South Jersey the latest information concerning the management of money and economics as it pertains to their business operations. Through the cooperation of several state and county agricultural agencies and the Farm Bureau, this course will bring the best

expertise available to struggling young farmers and their families. The program is under the capable direction of Mr. Edward E. Evaul, Chairman of the Agriculture Department of Northern Burlington.

Besides the viable program in the field of agriculture, Northern Burlington County Regional has a broad based industrial arts program offering two years of instruction in woodworking, metalworking, printing, electrical skills, power shop and four years of mechanical drawing. Two clusters of the Introduction to Vocations Program in the junior high stimulate student interest in industrial arts.

By the time a student reaches twelfth grade, he or she may choose to participate in the Cooperative Industrial Education Program. This program is similar to the previously described Cooperative Agriculture Program, except that the students have developed interest in a career field related to industry. Besides the required academic program and the related class, the student works at a job for which he/she has developed an interest at least 540 hours per year. The teacher-coordinator, who has helped the student secure this experience position, supervises the training on the job.

At Northern Burlington we are fortunate to be able to participate in the Learning-Exchange Program, a cooperative effort between the New Jersey State Department of Education, Vocational Division and McGuire Air Force Base.

The LEX Program as it is called, provides a wide variety of experiences to the Cooperative Industrial Education student who participates. For example, students work in photography, aircraft and vehicle maintenance, fabric shops, graphic reproduction, food preparation, and other skill trades related to the Air Base. At one time C. E. T. A. funds were used but recently only State monies

have been available. This has curtailed some opportunities for learning.

C. I. E. students who are not pursuing their career field through LEX receive their experience in the local area, sometimes outside the school district itself because of its rural nature.

Recently, two of our C. I. E. students began apprenticeships during their senior year at the job station where they received their earlier training. We feel this kind of situation has great potential for the future.

The C. I. E. students have a Vocational Industrial Clubs of America Chapter which develops their leadership and citizenship skills under the direction of their teacher-coordinator.

Another strong career training field in our school is business education. After completing a series of courses in office and business skills, a student can select one of two cooperative education programs adapted to the student's needs. If the student wishes to work in an office, the Cooperative Office Education Program is selected and the student has an opportunity to use the skills learned in an area of business enterprise. Because of the excellence of this program, there are more jobs available than we are able to fill. The students from this program are in great demand upon graduation. Like the other cooperative programs, students attend classes in the morning and work under supervision in the afternoon for a total of at least 540 hours per year.

The companion business education offering to the C. O. E. Program is the Cooperative Distributive Education Program for students interested in a career in retailing. The first course in this program begins in the junior year, when besides the appropriate classroom instruction, the student has the opportunity

to try his/her skills at selling in the school operated store. School supplies and apparel are bought by the student body while D. E. students sharpen their skills of merchandizing. Because of the rural nature of our school district, many of the senior D. E. students must also travel to nearby larger communities for their cooperative experience. The school has a very active Distributive Education Clubs of America Chapter to enhance the leadership and competitive skills of the D. E. students. Several of our graduates are already in management positions in larger stores nearby.

The four cooperative education programs at Northern Burlington County Regional are popular and undoubtedly have encouraged many students to not only begin a career while in high school, but also has kept many of them in school until they secured a diploma. Each program has both sexes represented in its numbers.

Eighty seniors are currently in one of the four programs in the total 1981 class of 241 students. Each of the programs in cooperative education sponsor banquets at which the students honor and express their appreciation to their employers.

Since our county has a special school for severely handicapped youngsters, only those with slight handicaps remain at Northern Burlington. An employment orientation program funded through the Vocational Division and 94-142 Funds, begins in seventh grade, continues throughout the handicapped student's program. Besides the daily classroom instruction during this period, the three upper grade level students receive on-the-job training within the service departments of the school. When suitable positions can be found, some older students may participate in cooperative education.

We are proud of our vocational and career programs at Northern Burlington County Regional and find they meet the needs of our community. All of this would not be possible without the assistance of others.

We utilize the generous assistance and guidance of our local advisory committees, comprised of citizens representing the breadth of our program. Six advisory committees are appointed each year including the following:

Agriculture -- C. A. E.
 Industrial Arts -- C. I. E.
 Business Education -- C. O. E.
 Distributive Education
 Home Economics
 Introduction to Vocations -- Vocational Guidance

These committees confer with our staff about such items as curriculum directions, cooperative job stations, employment trends, equipment purchase and funding applications. These citizens provide an invaluable service not only to our programs but also to the community and to vocational education in general.

In New Jersey we have a very dedicated Vocational Division in the State Department of Education that is responsive to the needs of students and school districts. Under the capable direction of Dr. William Wenzel, Assistant Commissioner, our vocational and career training has expanded and grown. Every effort has been made to sponsor worthwhile educational endeavors and innovative ideas through supportive services and funding. The system of delivery to the local district is well organized and manned by competent staff. A large part of the success of our program at Northern Burlington has been due to these conditions made possible by the State staff.

Of course, our own local Board of Education works tirelessly to provide the best program possible to our community. Without their commitment to the future of our students, the vocational and career programs would not have been instituted. When one considers the multitude of programs and problems that place demands upon their time, one has to admire their efforts on behalf of the students.

From the previous information provided in this testimony, one might conclude that Northern Burlington County Regional is doing a creditable job of providing vocational and career education for its students. In many respects, and modestly, we are. However, the programs are perched on a very precarious pinnacle. That pinnacle is the funding to support the continuation and improvement of this program. Only through funds derived from the federal and state government can our program at Northern Burlington survive. In fiscal year 1979-80, Northern Burlington received \$76,969 in federal vocational aid to operate the programs I described.

We desperately need federal help, especially today. In New Jersey, we operate under a "cap law" that allows our local budgets to rise only a prescribed amount which is supposed to adjust for inflation while equalizing educational effort for all of the children in New Jersey. Included under the cap are virtually all of the expenses for operating the school district including salaries, utilities, textbooks, supplies, and transportation. Thus the cap law, designed to protect taxpayers, has severely limited and in some instances, even eliminated some programs. Any reduction or termination of federal support funds will put these courses in serious jeopardy because of their greater cost to operate. As you can conclude from this, we require greater support at these times, not less.

Through the next legislation, federal aid to vocational education should be made more secure. It is important to maintain, extend and improve programs that work. I think the Northern Burlington program is an example of that. We appreciate past support but need federal funds to maintain and improve our program.

In New Jersey we only receive 2.8% or about 21 million dollars of the federal vocational funds appropriated. I'm told that this is because we are categorized as a wealthy State. Unfortunately, for those of us who are in urban or rural areas, we do have a few pockets of affluence, generally the suburbs of the New York City metropolitan area. However, I would venture that most of the school age youngsters in those areas do not study vocational programs and may not even attend public schools. Conversely, we have areas of poverty and unemployment in our large cities like Newark, Paterson, and Camden. I suggest that the funding of vocational education should be based more realistically on the unemployment rate and other factors that are directly related to vocational education.

Another point that should be considered as you draft new vocational legislation concerns the youth organizations. The value of the youth organizations are well-known to all. For many students, it is the only leadership activity with which they become involved during high school. I see many break out of their shell and become leaders from this experience. The requirement that these organizations be an integral part of any viable local program is excellent and it should be continued. Curiously it has never been financially supported on a federal level. Very serious consideration should be given because today

these organizations have grown not only in students, but in the national scope of their programs. Yearly activities, competitions and conventions are held often long distances from the home community. Because everyone recognizes the lifelong value of these, students and teachers spend many hours and great effort to earn money to participate. To be realistic, this time could be better spent learning an additional skill or practicing an old one rather than selling candy, Christmas trees or parking cars at a fair. I suggest that Congress consider some funding support for youth organizations, a vital part of vocational education.

A point that probably every vocational educator on every level in the Nation will agree upon is that there is too much paperwork required. I'm completely baffled by what eventually happens with all the paper. It is overwhelming on a local level, much greater on the state level and probably beyond belief on the federal level. My state office tells me that it costs 40 to 50 million dollars nationally per year to collect data for vocational education. However, only 5 million is provided in the legislation. I suggest that something be done in the interest of saving time, paper and having more money to spend on students.

Another problem encountered on the local level happens as a result of the lateness of the appropriations by Congress. Our budgets are planned in the fall for a school year beginning July 1st. We have gotten funding so late in the summer that it was impossible to start a course that was dependent on federal funds. The scheduling of students occurs in the spring and we need to know whether courses will be offered at that time.

We also need time after the funding is authorized to contract for teachers

and to order materials. I don't have a specific timeline in mind but the process must begin earlier so that the local district has the time it needs. A way must be found to speed up the entire process of funding because at the end of the line, students are the ones who lose.

A problem to us at Northern Burlington stems from the requirement that if any regular students are scheduled into a class containing disadvantaged youth, the program cannot be classified as disadvantaged and therefore stands a lower priority for funding. This is a distinct hardship on small schools because it may not make economic sense to schedule two small classes in the same subject. This segregation of disadvantaged people sometimes compounds their problems by labelling them as "different." In New Jersey we operate state required remediation programs in the basic skills. This program, in my estimation, along with strong guidance counseling does far more for the disadvantaged youth than a classroom teacher in a segregated class can do. I suggest that the legislation be written in a more flexible manner with regard to the composition of disadvantaged classes, especially in small institutions.

The cooperative education programs have so many advantages that priority funding of them is a must for new legislation. Some of the outstanding features include their effectiveness, their relative low cost, the strengthening of ties with the community and industry, the reduction of dropouts and the ease with which these programs can be accommodated in schools. The training of the cooperative education student can be tailored to his/her needs and the opportunity to work under real life conditions increases its value as an educational tool.

Cooperative education and vocational agriculture teachers whose responsibilities extend beyond the end of June should receive special consideration in the new legislation in order to maintain the summer programs vital to those programs. The summer is a very active season for agriculture teachers who supervise student projects and FFA activities, while the cooperative education teachers find job stations and place students during the summer in order that their students be able to start their experience in the fall. The new legislation should assure that these important services to youth would be secure and available every year.

In conclusion, the time has arrived to make vocational education legislation function for our youth by preparing them for their future as skilled craftsmen. It appears that as a nation we have lost sight of our priorities and have shifted to using federal vocational funding to cure social problems when these problems should be attacked through other means. We are stealing from our children to satisfy those with better lobbies. More than ever, America needs a stable, career oriented, skilled and dedicated work force. We are being out-classed by other nations who used to marvel at the American craftsmen, but now these countries make many of the cameras and automobiles that we use. We've been left behind. It's time to provide quality, financially secure vocational programs that will begin to bring pride and prosperity back to us. Our young people are truly our greatest resource and hope for the future in this competition. Let's give them the opportunity through good, sound federal aid to vocational education.


H. RICHARD LANGE, Principal
Northern Burlington Co. Reg. H. S.

HEARINGS ON REAUTHORIZATION OF THE VOCATIONAL EDUCATION ACT OF 1963

Part 1: Vocational Education in Different Institutional Settings

WEDNESDAY, FEBRUARY 25, 1981

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR
Washington, D.C.

The subcommittee met, pursuant to call, at 9:30 a.m., in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Goodling, Kildee, Petri, and Craig.

Staff present: John F. Jennings, counsel; Nancy Kober, staff assistant; and Richard DiEugenio, minority legislative associate.

Chairman PERKINS. The Subcommittee on Elementary, Secondary, and Vocational Education is continuing hearings today on the reauthorization of the Vocational Education Act.

This morning we will continue our overview of vocational education in different institutional settings. Today we will focus on those institutions that have been designated as area vocational schools.

The area vocational school is an integral component of the vocational education delivery system. The Vocational Education Act defines the term "area vocational school" broadly, so that it encompasses specialized secondary and postsecondary vocational schools, departments of high schools and community colleges, technical schools, and other institutions.

I think it is important that the subcommittee comprehend the diversity of the area vocational school systems. I hope the testimony today will help us gain a better understanding of this delivery system.

We have an outstanding panel here today. They are: Dr. Gerald Freeborne, assistant commissioner for occupational and continuing education, New York State Department of Education, Albany, N.Y.; Dr. Alex Capdeville, director, Helena Vocational Technical Center, Helena, Mont.; Ms. Rosemary F. Kolde, administrative specialist, Great Oaks Area Vocational Technical School, Cincinnati, Ohio; Mr. Glenn Motter, director of vocational education, Harrisburg-Steelton-Highspire Vocational Technical School, Harrisburg, Pa.; and Mr. Carroll Bennett, vice president for instruction, Des Moines Community College, Des Moines, Iowa.

I will call on you the way you are listed.

Let me welcome you all here. You may proceed in any manner you prefer, and all of your prepared statements, without objection, will be inserted in the record.

Go ahead, Dr. Freeborne.

STATEMENTS OF DR. GERALD FREEBORNE, ASSISTANT COMMISSIONER FOR OCCUPATIONAL AND CONTINUING EDUCATION, NEW YORK STATE DEPARTMENT OF EDUCATION, ALBANY, N.Y.; DR. ALEX CAPDEVILLE, DIRECTOR, HELENA VOCATIONAL TECHNICAL CENTER, HELENA, MONT.; MS. ROSEMARY F. KOLDE, ADMINISTRATIVE SPECIALIST, GREAT OAKS AREA VOCATIONAL TECHNICAL SCHOOL, CINCINNATI, OHIO; GLENN MOTTER, DIRECTOR OF VOCATIONAL EDUCATION, HARRISBURG-STEELTON-HIGHSPIRE AREA VOCATIONAL TECHNICAL SCHOOL, HARRISBURG, PA.; CARROLL BENNETT, VICE PRESIDENT FOR INSTRUCTION, DES MOINES COMMUNITY COLLEGE, DES MOINES, IOWA

STATEMENT OF DR. GERALD FREEBORNE, ASSISTANT COMMISSIONER FOR OCCUPATIONAL AND CONTINUING EDUCATION, NEW YORK STATE DEPARTMENT OF EDUCATION, ALBANY, N.Y.

Dr. FREEBORNE. Chairman Perkins and members of the committee, it is a pleasure and honor to have this opportunity to give you an overview of the vocational education system in New York State.

We will be working off a discussion outline which I believe has been provided to you, since our document was fairly extensive.

The major sections of my testimony cover four or five elements of our system.

First of all is an overview of the system in New York, what we are doing to try to respond to the needs of the economy, how we are trying to meet these special needs, population program needs, data on the effectiveness of our system and why we think a Federal investment is required.

You should note that our board of regents has the responsibility for, as indicated on page 3 of my discussion outline, elementary and secondary and continuing education, as well as vocational rehabilitation and office of higher and professional education. We are unique in that respect.

You can see on page 3 that we have a diversity of around 1,200 different agencies in the State that provide one form of occupational education or another.

On page 4 we have given you a summary of the variety of programs that are offered throughout the State. We have also provided you with the directory which gives you a detailed listing of all of the programs offered in the State by institution.

On page 5 of the discussion outline, we give you a breakout of the times of enrollments by different types of agencies in the State. We are serving 745,000 individuals in our occupational education programs.

Our BOCES system is a very unique one. They are not separate high schools in our State. They serve over 100,000 students, both secondary and adults. They are extensions of our high schools.

They operate in grades 11 and 12 primarily, but really operate based on the desires of local school districts.

On page 6 of the discussion outline we have provided you with data on enrollments by different types of agencies and by programs.

On page 7, we tried to capsule some of the major points present in our testimony. Our economy is clearly changing in the State from one of manufacturing, construction, and mining to services, finance, communication, and technology.

We have done a lot in our State to try to improve the total vocational education system to be more responsive to the needs of the economy.

Regents in the State have implemented tough requirements in terms of reading, math, writing, and students have to pass examinations in that area to get a diploma and a variety of other actions have been taken. Specifically in the occupational education area, we have implemented a process to redesign our full curriculum at the secondary level for both secondary students and adult students.

Several years ago we began a process with business education where we brought in representatives in business and industry. We surveyed 2,700 employers. We brought in futurists to try to get an indication of what the office of 1990 would look like.

What we were told by business and industry is that we had to go beyond the technical skills to include more related instruction in basic skills and the nontechnical skills that are indicated on page 7 under No. 2.

Clearly, they are concerned, specifically the smaller employers with technical skills, but they do want what I call and label nontechnical skills as well. Youth leadership activities address many of those activities, but we are including the nontechnical skills in our curriculum as we are redesigning those.

Over the next 3 years we will go through all occupational education areas with such a review.

We have built into the system a comprehensive constructional management system where we involve teachers in defining precisely what objectives should be taught to individual students, based on what business and industry has established as the framework for our curriculum.

We have also implemented a comprehensive evaluation system which is trying to get at the different major functions of a comprehensive vocational education program. It is a self-assessment model using outside appraisers.

We have also implemented an individual vocational study record system, and that is being implemented throughout the State. With the State-wide occupational coordinating committee we are producing data on supply and demand at the career level and career mechanic information for youth.

On page 9, we have given you an outline of systems that we have evolved over the last year, whereby individual employers can come to us with specific training needs, either a new employer or one who is seeking to retrain or upgrade or expand their existing staff. It is a very efficient system that has been developed to work with our sister agencies in commerce and labor and the Governor's office.

I would like to switch briefly to the needs of special populations. One of the things that we are putting a lot of emphasis on in the State now is integrating and linking basic skill remediation efforts with the teaching and vocational skills.

I have included in the full document and in the discussion outline some quotes from a recent study on youth unemployment. When you listen to dropouts from schools, you clearly find they are looking for two things. One is relevancy in terms of the curriculum, and two, caring individuals in the system.

That study indicates that none of the dropouts left school primarily because of economic need. Half of them left school because of school-related reasons and the others for personal and family problems.

We have undertaken in several studies that justify the relevance of vocational education in dealing with this problem as indicated on page 11 of my discussion outline. It is clear in the data and this pilot study that students really find vocational education relevant. They prefer the proficiency approach used, and they appreciate the interest that they receive from individual teachers. The longer class periods and the smaller class sizes really make a difference in terms of the youth unemployment problem.

We have conducted another study which also dispels some of the myths.

One would expect academic achievement would be a good indicator of success in occupational and/or achievement test scores.

We found however, failure in academic education is not an indication of failure in occupational education.

In the Regents' recommendations, which will be forwarded to this committee, in terms of reauthorization we are suggesting that targeting grants be used for the needs of the disadvantaged.

We also emphasize that legislation should be designed in such a way to avoid the pull-out problem that we found in ESEA title 1.

In the out-of-school area, we have a serious problem in New York State. Of 41 percent of the adults, based on 1970 census data, over 16 lack a high school diploma. Of 28 percent of our population, over 25, based on 1979 data, also lack a high school diploma.

One of the things we are finding as we work with CETA, especially in New York City, is that only 15 percent of the individuals that they screen are ready for vocational education directly and/or placement. They are finding that 85 percent of the individuals need basic skill instruction and life skill training before they can even benefit from the vocational education.

I think this is a serious concern we have to address.

The present CETA legislation really works against incentives dealing with that. We have established good working relationships I believe with CETA and private industry councils in our State.

I have indicated in the discussion outline and in the testimony the many activities we have been involved with in the handicapped area.

Sex discrimination, sex bias, we are making progress in that area based on the 1976 legislation. The trend data on pages 42 and 43 of the testimony indicate that the trend is in the right direction. We are dealing with a social problem.

We have allocated over the last 3 years anywhere from 1.1 to 1.4 million of our allocation from VA to try to address that particular area.

We have also implemented a program in the civil rights area based on the guidelines of 1979. It is a big job for us. We have had to pull off staff from other functions to carry that out. We are taking it seriously and fulfilling our responsibilities there.

Regents have taken a stance in terms of VA reauthorization in terms of the special needs populations that funding setaside should be eliminated and that funding for handicapped and for the needs of the handicapped in general should be provided through Public Law 94-142 or vocational rehabilitation funds. We see our role in vocational education as being primarily oriented toward technical assistance and monitoring.

On page 14 of the discussion outline, we have given you some results on the questions of effectiveness at least as it is typically defined in New York State. We have given you some data on an economic return study under B.

Our New York State Legislative Commission on Expenditure Review, which is similar to your GAO, conducted an independent audit of our secondary programs, and you can see that local advisory councils are very pleased with the major elements of our program.

Employers prefer hiring occupational education graduates, and up to 91 percent or more than half of their employers require special skills. The students themselves are very satisfied with the program, and 79 percent would choose the same program if they had to do it again.

We have the first results from our employer followup survey on the bottom of page 14 of the discussion outline, and we are very pleased with those kinds of results as well.

Our own data system has produced data on followup, and we have given you two charts on pages 15 and 16 or pages 51 or 52 of the full testimony indicating the success of our graduates.

These charts depict, split the universe into two sections, ones that are available for placement and those who are unavailable for placement.

We believe that our record is good. There is always room for improvement.

Last, I would just like to indicate some of the reasons we believe that support for vocational education from the Federal level is imperative.

In New York State we have contributed a lot of State and local dollars to vocational education to the tune of over \$500 million on an annual basis. However, the availability of State and local revenues in the future really is a good question.

Local school budgets last year, 30 percent were voted down on the first go round. They have constitutional tax limits in terms of the cities. They have serious urban problems as you know in New York City, and cost-of-living increases are major factors. New York's need for an expanded occupational education system is demonstrated by some of the problems that we have when you compare our averages against those in the Nation. They are further exasperated by the problems that are indicated under D on page 17.

One last point on the last page of our discussion outline and on page 57 of the full testimony, last year we were required to revise the plan that we had in place for VA funds to become technically in compliance with the law. The result of making those changes are pictured on page 18 of the discussion outline.

I point out a few facts, that our major cities, with the exception of New York City, have been cut back substantially because of the mechanics of the formula.

I would also point out that our CUNY system, City University system, was similarly affected, and under both sets of plans, both in 1980 and 1981, with 734 local school districts eligible for funds, only 84 or 80 of those agencies were actually funded. We have chosen in our State to focus the money on the most needy agencies, but we certainly are not getting to all of the agencies that we should be getting to.

Again, the regents are asking for more flexibility as we move toward reauthorization in terms of the mechanics of the formula. That is the reason I included that chart.

Thank you very much.

[The complete statement of Dr. Freeborne follows:]

PREPARED STATEMENT OF DR. GERALD FREEBORNE, ASSISTANT COMMISSIONER FOR
OCCUPATIONAL AND CONTINUING EDUCATION, NEW YORK STATE DEPARTMENT OF
EDUCATION, ALBANY, N.Y.

Vocational Education in New York State

Chairman Perkins and members of the Subcommittee on Elementary, Secondary, and Vocational Education, it is an honor to have this opportunity to describe the vocational education system in New York State. As one who has been associated with vocational education for only three years and has been given the responsibility for administering the Vocational Education Act in New York State, I am proud of the diverse system in our State. I hope that the background information I give you today will help you make the changes in the Vocational Education Act which I believe are necessary. The New York State Board of Regents has approved a series of recommendations on the VEA which will be forwarded to you in the next month as part of its 1981 policy statement on Federal legislation in New York State; I urge you to review this document. The recommendations on the VEA were developed with a recognition of the needs of our nation and of our State. The recommendations also attempt to correct the major problems that New York State has encountered in implementing the existing law.

In my testimony I will first provide an overview of the Vocational Education System in New York State, including its governance structure, delivery system, and the number of individuals served. In the second section of my testimony I will discuss efforts to insure that New York State's system for vocational education responds to the economic needs of businesses and industries in the State. In the third section of my testimony I will describe the State's effectiveness in meeting the special needs of the disadvantaged and handicapped, and in encouraging individuals to enroll in nontraditional programs (i.e., sex equity). In this section I will also discuss relationships between the vocational education program and CETA. My fourth section will deal with the effectiveness of vocational education in New York State. In the fifth and last section I will indicate why the federal investment in vocational education is so important to the State.

Overview of the Vocational Education System in New York State

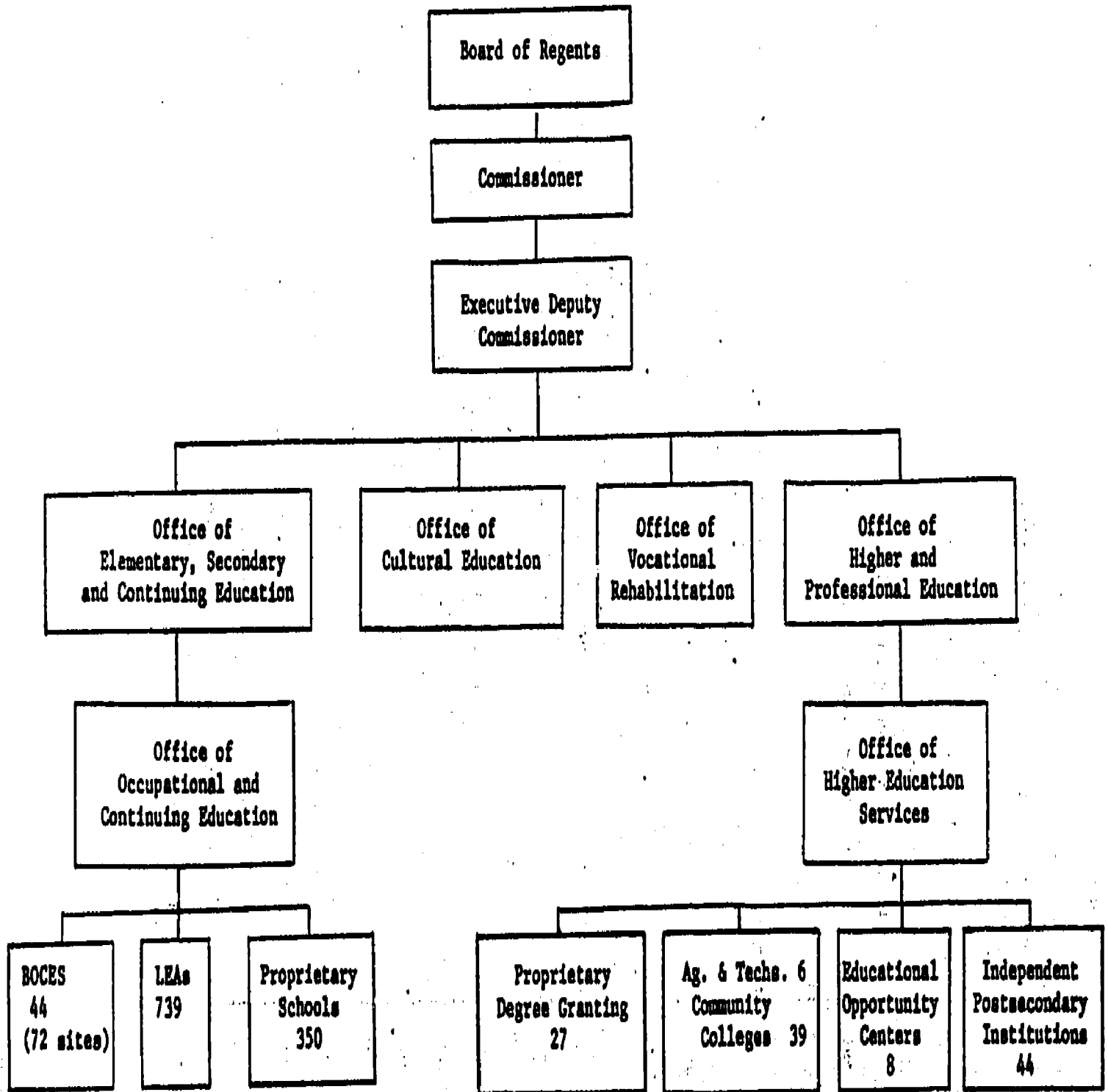
Chart I provides you with an overview of the responsibilities of the Board of Regents. This structure provides New York State with an advantage in that both higher education institutions and secondary education agencies are under the direction of one agency. We also have the advantage of being able to provide a continuum of services for handicapped people because both special occupational education and vocational rehabilitation are included in our governance structure.

The chart also indicates the tremendous diversity of the vocational education delivery system. During the past twenty years, we have established modern Boards of Cooperative Educational Services, Community Colleges, and Agricultural and Technical facilities which have provided comprehensive education and training opportunities for suburban and rural youth and adults throughout the State. VEA funds were used for both facilities and equipment. We have a remaining need to remodel or construct modern facilities in our urban areas at both the secondary and postsecondary levels. Because of our rapidly changing business and industry base, equipment needs continue to be great in all categories of institutions.

In his request, the Chairman asked that our testimony provide information on area vocational schools. In New York State, the area schools are called Boards of Cooperative Educational Services (BOCES). With substantial support from VEA funds, the BOCES structure was first developed in 1965. It is an efficient and economical approach to developing and implementing occupational education in areas of the State other than the "Big Five" cities. The shared services concept permits school districts with low population bases to make available to their students a broad comprehensive program of occupational preparation which would be too costly for a single district to provide and enables the State to use Federal funds more effectively on a regional basis.

CHART I

GOVERNANCE STRUCTURE OF THE NEW YORK STATE BOARD OF REGENTS AND THE DELIVERY SYSTEM FOR VOCATIONAL EDUCATION



To improve the delivery of services, a network of 44 BOCES with 72 area occupational centers has been established across the State. These centers operate by pooling the resources of component school districts to meet occupational needs so that the center becomes an extension of each component school. Therefore, students do not have to sacrifice local school allegiance and activities to take advantage of the specialized services available at the area occupational center where they can meet and interact with students from several component districts. The area occupational centers have experienced continuous growth, providing evidence of responsiveness to this educational option.

The occupational program administered by the Board of Cooperative Educational Services provides a wide range of services to secondary school students, out-of-school youth and adults of varying ability levels, which help them make career choices and prepare for employment. BOCES centers are not schools, but rather area skill centers which serve as annexes to component school districts. Students attend the centers part-time usually for half a day in the 11th and 12th years while taking their academic courses in their own schools. They usually are bused to the centers and back to their own high schools, where they study English, social studies, etc., and participate in sports and other school activities. They graduate not from regional vocational high schools, but from their own general high schools. The concept of the part-day center makes every high school comprehensive and provides opportunities for students that no individual high school can provide on its own.

The students select their courses on the basis of counseling, and, in some instances, after participation in an exploratory multi-occupational course in 10th grade. This type of course enables the student to experience, for periods of several weeks, the type of activities which belong to a variety of occupations. Teachers and administrators observe the student's aptitude and their interest in these courses and make recommendations for

placement in a full occupational course. The student has the opportunity to study, for one or two years, those skills which prepare him or her for postsecondary study or employment.

Through the 72 centers New York State has met its original goal of making occupational education programs available to students in all areas of the State. Presently 56,000 secondary school and 46,000 adult enrollees are served by BOCES. Total enrollments in occupational education at the secondary school level, including those in cities and other home school programs, is about 387,000. Enrollments at the adult level in public institutions total 92,108. Half the 11th and 12th grade students in New York State now participate in an occupational education program. BOCES shared-service programs have contributed significantly to achieving this large number.

While the story of BOCES occupational education is dramatic in terms of the number served and the speed with which programs emerged, the human story of people making it happen is more important. BOCES is a voluntary participatory activity, and it requires strong support by boards of education and school administrators. In the early years of development, there was, for the most part, only the faith people had in one another and the confidence that local people would support needed new directions in education that made BOCES what it is today.

The leadership of thousands of local school officials and school board members in New York State has given to rural, suburban and small city students an opportunity equal to that which 15 years ago, only their large city brothers and sisters had.

Table 1 indicates the variety of programs that are available in New York State. The Directory of Occupational Education Programs in New York State providing detailed information on programs offered by all of the State's institutions is available on request.

Table 1

**Vocational Education Programs Offered by New York State Secondary and
Postsecondary Educational Institutions**

<u>Agriculture Education</u>	Medical Emergency Assisting Mortuary Science Health-Related Technology Health Occupations Education, Other
Prevocational Curriculums Agriculture Production Agriculture Business (Supplies/ Services) Agriculture Mechanics Ornamental Horticulture Conservation Agricultural Technology Agricultural-Related Technology Other Agriculture	<u>Home Economics Education (Occupational)</u>
<u>Distributive Education</u>	Prevocational Curriculums Care and Guidance of Children Clothing Management, Production, and Services Food Management, Production, and Services Home Furnishings, Equipment, and Services Institutional and Home Management, and Supporting Services Occupational Preparation, Other
Prevocational Curriculums Advertising Services Apparel and Accessories Automotive and Petroleum Finance and Credit Food Distribution General Merchandising, General Sales, or Sales-Supporting Hardware, Materials, Supplies, and Equipment Hotel and Lodging Insurance Real Estate Recreation and Tourism Transportation and Service Other Distributive Education	<u>Business and Office Education</u>
<u>Health Occupations Education</u>	Prevocational Curriculums Bookkeeping and Accounting Data Processing, General Keypunch and Data Entry Computer Operation, Maintenance Computer Programming/Systems Analysis General Office-Typing and Clerical Information Communications Occupations Materials Supporting (transporting, storing, recording) Stenographic, Secretarial, and Related Occupations Court Reporting, Convention and Conference Reporting Supervisory and Administrative Management Office-Related Technology Other Office
Prevocational Curriculums Dental Assisting Dental Hygiene Dental Lab Technology Medical Lab Nursing, Associate Degree Nursing, Licensed Practical Nurse Assisting (Nurse Aide/ Orderly) Surgical Home Health Assisting Medical Therapy Assisting Radiological Technology (X-Ray) Ophthalmic Dispensing Environmental Health Mental Health Inhalation Therapy Medical Assisting (Assistant in Physician's Office)	<u>Technical Education</u>
	Prevocational Curriculums Aeronautical Technology Architectural Technology Automotive Technology Chemical Technology Civil Technology Electrical Technology Electronic Technology Electro-Mechanical Technology Environmental Control Technology

Industrial Technology
Instrumentation Technology
Mechanical Technology
Metallurgical Technology
Scientific Data Processing, Computer Technology
Other Engineering-Related Technology
Commercial Piloting
Oceanographic Technology
Other Technical Occupations

Trade, Industrial, and Service Education

Prevocational Curriculums
Air Conditioning, Refrigeration and Heating
Appliance Repair
Automotive Body and Fender
Automotive-Mechanics
Other Automotive
Aviation Operations
Deep Sea Diving, Scuba
Commercial Arts Occupations
Dramatic Arts, Theatre, Dance, Music
Photography Occupations
Carpentry
Masonry
Plumbing and Pipefitting

Construction and Maintenance Trades-
Other
Custodial Services
Drafting
Electrical Occupations
Electronics
Graphic Arts
Maritime Occupations
Machine Shop/Machine Tool
Sheet Metal
Welding and Cutting
Tool and Die Making
Metalworking, Other
Barbering, Barbering Trades
Cosmetology
Modeling
Personal Services, Other
Plastic Occupations
Law Enforcement Training, Firearms Control
Social Service Paraprofessionals
Educational Paraprofessionals
Public Service Occupations, Other
Quantity Food Occupations
Textile Production and Fabrication
Jewelry Making & Repair, Diamond Setting
Bartending, Bar Management
Gaming Trades, Gambling, Dealing
Dog Grooming, Dog Obedience
Other Trade, Industrial, and Service

Table 2 provides data on enrollments by type of agency. Table 3 provides data on enrollments by program area and agency category. As you can see New York State is providing over 745,000 individuals with vocational education in a variety of institutions.

Table 2
Occupational Education Enrollment
New York State 1979-80

<u>Agency Type</u>	<u>Enrollment</u>
BOCES	101,455
LEA	213,093
Big 5	160,541
Public Two-Year College	139,388
Educational Opportunity Centers	4,641
Independent Two-Year College	9,497
Proprietary	116,648
TOTAL	745,243

Table 3

1979-80 Occupational Education Enrollment by
Program and Agency Category

	Public ¹ Secondary	Public ² Postsec.	Private ³ Postsec.	Public ⁴ Adult	Private ⁵ Adult	TOTAL
Agriculture	10499	3445	543	1478	108	16071
Distributive	20813	14711	2050	3823	14274	55471
Health	12576	21880	1846	5585	7069	48956
Home Economics	5177	4193	1881	938	932	13119
Business and Office	248252	54433	9561	34195	40410	386851
Technical	10207	17003	2306	1149	2860	33325
Trade, Industrial and Service	80267	23534	987	45142	41540	191450
TOTAL	387791	139199	19154	92108	106991	745243

- 1). Public secondary includes students in BOCES, local educational agencies and the Big 5 cities.
- 2). Public postsecondary includes students in degree granting occupational education programs at the SUNY Agricultural and Technical Colleges, the SUNY Community Colleges and the CUNY Community Colleges.
- 3). Private postsecondary includes students in degree granting occupational education programs at the independent two-year colleges and those proprietary schools authorized to award degrees.
- 4). Public adult includes adults in occupational education programs at the BOCES, local educational agencies and the Big 5 cities, as well as students in non-degree granting programs at the SUNY Agricultural and Technical Colleges, the SUNY and CUNY Community Colleges and the Educational Opportunity Centers.
- 5). Private adult includes students in non-degree granting programs at the independent two-year colleges, the registered business and licensed trade schools, and the proprietary schools authorized to award degrees.

Vocational Education and the
Economy of New York State

New York State's economy is in a period of transition. The maturing of the economic structure of the State is changing the emphasis of the economy from manufacturing, trade, construction, and mining to services, finance, communications, and technology. Once an economy based on natural resources and the natural advantages of the State's central location, of its ports and river corridors, ours is becoming an economy of human resources, with their special advantages and problems. Our industrial sector is increasingly oriented toward advanced technology, toward knowledge rather than materials.

As we enter the 1980's the economic transition of New York State is neither complete nor self-sustaining. Many of the older manufacturing and transportation centers have lost jobs and population. New industry and new employers have not always taken up the slack. In some instances, their expansion is limited by the availability of skilled human resources.

In the 1980's and 1990's education will play a critical role in the continued economic development of New York State as it has in the past. This is true, in the first place, because of the kind of economy the State is moving towards—an economy based on skilled human resources and advanced knowledge and technology. It is true, in the second place, because a major change in the economy necessarily implies an increased demand for new skills.

The members of the baby-boom generation have already entered the labor force and will be moving into their 30's and 40's during the next two decades. This generation has supplied the State with an ample number of workers who consequently have faced strong competition for limited jobs. This competition has heightened the need for marketable

skills and for occupational mobility to allow the matching of skills with demand. Migration, if recent patterns continue to prevail, will add to New York more unskilled than skilled people. These forces, combined with the shifting emphasis of the economy, have made the educational system's ability to supply skills, both through the retraining of working adults and through the training of new labor force entrants, the State's principal hope in the drive to establish a vibrant economy based increasingly on services and knowledge.

New York State has the quality educational resources to support an economy based on knowledge and services. The Regents are committed to maintaining and supporting the quality of the educational institutions in the State and have set statewide standards for implementing the State's educational policies and goals. Important recent initiatives to maintain and support educational quality include:

- Effective 1981, the Regents require high school students to pass state competency examinations in reading, writing and mathematics before receiving a high school diploma.
- In 1979 the Regents began to register high schools on the basis of student performance on the competency examinations. Through the Resource Allocation Plan, special State assistance is directed to schools whose students might have particular difficulty meeting performance standards. Registration of postsecondary institutions is an ongoing responsibility of The Department.
- The Regents have proposed to make public-school teaching a profession in New York State, subject to entry examinations, a supervised internship requirement, and continuing local evaluation and professional development.
- The Regents have proposed that every collegiate-level training course or program offered in the State by nondegree granting organizations will be appropriately linked to degree programs if the sponsor of such efforts want such a linkage.

New York also has an unusually well developed capacity, through the Board of Regents, to coordinate and direct its educational resources toward such public purposes as the State's economic development.

The vocational education system has two major roles in economic development. First it can insure that both the elementary, secondary, and continuing education and the postsecondary delivery systems offer programs which provide individuals with the skills required by business, industry and labor and which are therefore needed to improve the economy. In addition, the education system has the capability to respond to the specialized research and development needs and training needs of particular businesses and industries. The following section identifies current activities to improve the responsiveness of the educational system for occupational education to the needs of business, industry and labor in general and describes what is being done to meet the special needs of specific businesses and industries for particular types of training programs.

One of the most comprehensive activities which the Education Department is undertaking to insure the effectiveness of the occupational education system is the redesign of the vocational education curriculum of secondary school agencies to meet the future needs of business, industry and labor. All occupational and practical arts educational programs will face a series of critical challenges in the immediate years ahead. To meet these challenges, the occupational and practical arts programs must enable students to acquire essential competencies.

With the increased emphasis on technology, changing business and industrial structure, and related events in society, tomorrow's high school graduates will encounter much different employment responsibilities than those expected of them in the past. To cope with these changes, the need exists to review carefully the total spectrum of

technical and general knowledges and skills. General employment competencies, as well as specific job skills, must be explored. Competencies which include the ability to: weigh alternatives, select the most appropriate action, communicate effectively, understand work flow, and interact effectively with one's fellow workers, are representative of current and future skill needs. These skills must be analyzed to determine whether they should be included in the programs under review.

When considering the desirable competencies, careful consideration must also be given to the structure in which they are to be developed. Decreasing school enrollments and more stringent financial restraints, in the years immediately ahead, will cause school administrators to prioritize a myriad of needs and match them against existing resources. In this process, the effectiveness of each program area must be justified against both educational and financial yardsticks.

During the next five years, the Department plans to review each of the seven major program areas—agriculture, distribution, health occupations, home economics, business and office, technical, and trade and industrial education—in light of the changes that are occurring or are expected to occur in these occupational areas. We will also look at the nonoccupational industrial arts and home economic programs. Based on this review, the Office plans to redesign the statewide instructional program to reflect the skills that will be needed in these areas over the next 10-15 years. In each case, both educators and experts working in the field will be involved in this activity, which we call "futuring."

The first occupational program area to be reviewed and redesigned using this process was business education. A Statewide Business Education Review Committee was appointed in May 1977, comprising 16 members—five secondary school business education teachers, two city directors of business education, five business executives, two college professors, one district superintendent of schools, and one representative of the Bureau of Business Education. The committee was charged with addressing the following actual and

potential problems: the growing gap between employment opportunities and program completers, increasingly higher attrition rates in vocational business education subjects, declining secondary-school enrollments, financial restraints, changing aspirations of students, the effect of automation on entry-level office employment, and the business community's expectations of business-education graduates. Based on their analysis of these problems and their effects, they were to recommend the general areas in which business education should concentrate in the years ahead.

The committee extensively analyzed the future labor market in which business education graduates will function. This analysis included an indepth survey of 2,700 business firms within New York State. Their meetings included a review of position papers and a series of working sessions with numerous State and national business and educational leaders. In total, the committee held eight 2-day meetings between May 1977 and June 1979.

Seven thousand copies of the committee's preliminary report were distributed and discussed at regional meetings of business educators and representatives of business and industry. Based on reactions of those attending the meetings, the committee made a series of modifications in the report. In its final report, the Committee recommended that:

- A major restructuring of the secondary school business education curriculum was needed. The design should assure that vocational program completers have adequate skills to enter the labor market and that nonvocational program completers have skills to manage their own business affairs.
- Essential technical and nontechnical skills should be developed in that curriculum. The curriculum should not be restricted to just manipulative skills. It should develop competencies which will enable students to function in and adjust to the changing organizational structure in which they will work. The competencies identified include career awareness, work ethic, self-worth, business literacy, computer literacy, adaptability to change, interpersonal relations, decision-making/analytical abilities, problem solving, computation skills, language arts, and management of personal business, as well as the more traditional technical skills.

- The business education offerings should be consolidated and strengthened to assure adequate enrollments in all essential subjects.
- There should be an ongoing involvement of the business committee to insure that secondary schools produce graduates with marketable skills.

Following review by more than 2,500 teachers, administrators, and guidance personnel, these recommendations were supported by the vast majority of leading business educators in all parts of the State. The recommendations were then presented to the Regents.

More recently, the Office of Occupational and Continuing Education has launched the Health Occupations Education Futuring Project, under the direction of the Bureau of Health Occupations Education. Planned to continue over a 2½ year period—January 1980 through June 1982—this project will explore the future needs for health-care delivery personnel over the next 10-15 years, examine the impact of these projected needs on the Statewide Health Occupations Education program, and develop recommendations for redesign of the statewide program at the secondary school and adult levels, articulated with postsecondary programming, which will effectively meet future needs for health-care delivery personnel.

As in the case of the business futuring project, a Statewide Health Occupations Education Review Committee has been appointed to extensively explore future needs, analyze all prevailing influences, and develop recommendations for future health-occupations programming. This "blue ribbon committee" is composed of health-care delivery futurists, health occupations/health technologies educators, and secondary, postsecondary, and adult education administrators. Meetings of the statewide committee were held throughout 1980. A crucial component of the project's design is the establishment of a group of "regional observers" of the Statewide Committee's operations. These observers, selected from among health occupations leaders in each of the State's 13 occupational education planning regions, will provide a medium for communication between the committee and the educational community, employers, health professionals, and others in each region.

A comprehensive review of Agricultural, Distributive, Home Economics, Industrial Arts, Technical and Trade programs will begin in the spring of 1981. Based on experience with the Futuring of the Business Education and Health Occupations Programs to date a refined process has been identified to review these six programs. A series of regional and statewide conferences has been established to present this process and receive reactions to it. Most of these meetings have taken place and the suggestions presented have been incorporated into the planning process.

Common bases are to be established for the delivery of each occupational and practical arts educational program. Among the elements to be established are:

1. A standardized/basic curriculum flexible enough to enable local schools to supplement and modify.
2. A plan to assure teacher involvement in curricular development.
3. A process to be used in developing competency-based programs.
4. The selection of competencies and objectives for each curricular area.
5. A required student measurement system designed for diagnostic and evaluative purposes.

Plan of Action

Six separate Instructional Futuring Committees and an Administrative Committee will be convened. They will review existing policy statements and familiarize themselves with existing programs. The Committee will make an analysis of social, psychological, economic, and political influences likely to affect programs in the future. The Committees will provide recommendations concerning the future directions of the New York State programs.

The Committees should be composed of persons with broad vision, and include management personnel for business and industry; noted technologists; and national educators. Urban, suburban, and rural influences should be taken into consideration.

The prime tasks of the Committees are:

- To review the New York State Purposes and Principles position paper and other policy statements concerning each program.
- To review present programs.
- To hear presentations by specialists and interested parties.
- To identify the unique contribution that each program should make to the education of students K-Adult, as we approach the 21st century.
- To provide a foundational statement concerning the principles, purpose, role and function of each program and present firm directions and guidelines of a nature that can be used to formulate the future program in each area.

Project Design

- The Committee will meet four to six times a year in two-day sessions. It is envisioned that the total process will take a minimum of two years to complete.
- Nationally known leaders will be selected to present position statements to the Committee on the challenges and desired changes facing each program in the years ahead.
- The Committee will be expected to conduct a search and summarize pertinent literature.
- After the Committee staff has prepared an initial draft of the Committee Report, it is to be submitted to selected educational and business organizations for their reaction.
- The final report will be printed and distributed to educational agencies throughout New York State.

As a consequence of this planned review process, statewide curriculum will be developed. The curriculum and methodology will be appropriate to the needs of students and society for the 21st century.

A second Department activity which attempts to prepare students for their role as future citizens and workers is our support of youth leadership activities of the occupational student organizations.

Occupational student organizations, with participation on a local, regional, State, and/or national level, are an integral part of the occupational education curriculums for

the local education agencies. The concepts, programs, and activities of student organizations, as part of the curriculum, provide unique opportunities for developing skills essential for career preparation. Student organizations provide a structure for developing leadership, building character, achieving cooperation, inspiring civic pride, and providing service.

Seven occupational student organizations are recognized by the State Education Department. They are: Distributive Education Clubs of America (DECA); Future Business Leaders of America (FBLA); Future Homemakers of America (FHA); Home Economics Related Occupations (HERO); Future Farmers of America (FFA); Health Occupations Students of America (HOSA); and Vocational Industrial Clubs of America (VICA). A seventh organization, the Industrial Arts Students of America (IASA), has been chartered in New York State for three years. The following list shows the numbers of New York State chapters and members in the seven organizations which existed during 1979:

<u>Organization</u>	<u>No. of Chapters</u>	<u>No. of Members</u>
DECA	141	4,087
FBLA	159	4,162
FHA/HERO	119	1,561
FFA	178	7,227
HOSA	43	832
VICA	80	11,400
IASA	4	53

Student organizations teach and improve the skills that enable students to succeed in a working environment with responsibility and self-confidence.

Community service projects comprise a major portion of local chapter activities during the school year for all of the occupational youth organizations. These projects provide beneficial avenues for applying occupational and leadership skills in the local community while creating a favorable public image for the youth organizations, their schools, and occupational education in general.

Leadership training sessions are conducted each year during which the State and/or regional officers from all seven organizations participate. The training consists of an intensive series of individual and group meetings designed to prepare officers to assume a leadership role in occupational, social, and civic responsibilities.

The office of Occupational and Continuing Education identifies Department staff members as Advisors to each of the student organizations. The role of the Department Advisors is to advise, approve, coordinate, and assist in the development of the educational programs being offered by each organization. In conjunction with the respective Boards of Trustees, the Department Advisor shall assure that the programs are an integral part of the curriculum and will benefit students in preparing them for employment in a career field or for the occupation of homemaking.

Another activity underway to improve curriculum and instruction in occupational education in the secondary school area is the development and implementation of the Comprehensive Instructional Management System (CIMS). One way of describing CIMS' role within the overall state program would be that, whereas the futuring process involves business and industry (or other employers) in establishing the general framework for a program to meet current and projected needs in the labor market, CIMS develops specific performance objectives based on business' and industry's needs and involves teachers in developing the objectives of the curriculum to insure teachers' "ownership" of the specific objectives. Local advisory councils, whose roles have been strengthened in recent years, will also have an important role to play in verifying that the technical skills learned in occupational education are those needed by employers.

Along with the CIMS emphasis on student acquisition of technical skills, a fourth Education Department activity puts increased emphasis on development of basic skills related to and as part of occupational education. One reason for this has been the

implementation of the new Regents Competency Testing Program and diploma requirements. As indicated previously the Regents have instituted a competency testing program that requires high school students to pass state competency examinations in reading, writing and mathematics before receiving a high school diploma. Remedial instruction is required for those students who fail the competency exams. In some schools, scheduling conflicts arise between required remedial instruction and vocational education programs.

Besides competency testing, other factors support the coupling of education in basic skills with that in vocational skills. These factors include the increasingly mental nature of much work, the need for workers to have a solid foundation of basic knowledge and skills to be able to adapt to changing technology and a changing labor market, and the importance of communications and human relations in almost all jobs. There is also a growing body of evidence that business, industry, and labor support the position that education in basic and life skills, including technological literacy, is as important as specific job training in preparing young people for transition from school to employment.

During the past five years several projects have been established to demonstrate that basic skills such as reading, writing, and mathematics can be effectively taught as part of a student's occupational education. It has long been believed that vocational education can be a strong motivating factor and an effective vehicle for the learning of basic skills. The Department is currently examining ways of resolving potential scheduling conflicts between remedial instruction and vocational education, such as integrating basic skills instruction with vocational programs and supplementing remedial programs with vocational programs. Existing programs attempt to build on the motivation that vocational education students have by relating remediation efforts to vocational programs.

In addition to the activities described above to insure the quality of specific aspects of the delivery system, the Regents believe that it is necessary to examine all elements

which an effective occupational education system must include. New York State has developed a comprehensive system for evaluating secondary school occupational education programs. The general framework of this new evaluation system was designed by the Education Department with extensive involvement of administrative and instructional personnel at both the State and local levels. Development of the system has been guided by three purposes: 1) program improvement; 2) accountability; and 3) quality information for policy and planning. The first purpose is, by far, the main goal of the evaluation system; the other two purposes support the first by allowing for documentation and planned change.

The statewide evaluation system is implemented in two major phases: assessment and improvement. In the first phase, each local education agency assesses its occupational education programs in terms of five functional areas which are critical to the quality of occupational education programs: entry, guidance, instruction, placement, and follow-up. Local individuals from inside and outside the agency make judgments about performance according to selected criteria and provide recommendations for improvement which the agency uses to determine which improvements will be made. Local agencies are asked to involve a variety of local individuals and groups, including, for example, teachers, administrators and other staff members, local advisory councils and curriculum consultant committees, parents and employers, community-based organizations, community advocate groups, former students (both graduates and nongraduates), business and industry organizations, labor groups, and educators from other agencies. In the second phase, the agency implements the plans for improvement developed as a result of the assessment phase.

The implementation of this evaluation system, which has already begun on a pilot basis, will provide a continuing flow of information to the Regents, the Department, and local agencies and communities that will help them to make judgments regarding how well

occupational education programs in New York State meet the needs of students and employers.

Meaningful and accurate data are extremely important to the management and evaluation of a system as complex as New York State's occupational education delivery system. To provide the data needed for effective management at the local and State levels, for evaluation purposes, and for meeting Federal reporting requirements, the Department has been developing and implementing the Occupational Education Reporting System (OERS), a computerized, individual student-based system for reporting information on enrollment and follow-up of occupational education students. The individual student files in OERS contain information on student status and characteristics which can be reported in aggregate form at the regional and State levels and used, as appropriate, for planning and evaluation at the local level. Data from OERS will be used in the State's evaluation system, for local self-assessment and improvement, for implementing Federal Office for Civil Rights (OCR) Guidelines, for comparing occupational supply with labor market demands, and for calculating some of the factors for determining an agency's need for and eligibility to receive VEA funds.

An effective system of vocational education requires that the potential users of the system be provided with accurate and up-to-date information on the manpower needs of industry, the available supply of skilled manpower, and the capacity of educational and training programs to review the supply and meet the needs. The charge of the Statewide Occupational Information Coordinating Committee (SOICC) is to make accurate and timely occupational supply and demand data readily available to all concerned parties.

The Occupational Information System (OIS) being developed by SOICC to fulfill its charge will make more effective use of existing data by identifying and eliminating duplicative activities, improving data collection methods and analysis, and coordinating information dissemination.

The development of the OIS has taken two main directions: the creation of two computerized guidance information files and the publication and distribution of occupational information. The guidance information files contain statewide and labor-market-area information on earnings and hiring prospects for specific jobs and, tuition and financial aid information. These files will augment existing files that are part of the Guidance Information System available at hundreds of terminals in schools, colleges, libraries and other public facilities.

Future Occupational Information System development will be shaped by advice and information from local users and developers of occupational information on what key information is currently unavailable and how to improve data collection methods, analysis, and dissemination.

In addition to these efforts, which are designed to improve the total delivery system, New York is implementing a system to meet the specialized needs of business, industry and labor for education and training.

It is obvious that New York State is in a good position to design and implement specific education and training programs for business, industry and labor with 1,200 formal education institutions offering vocational education. Previously, however, no formal system existed to marshal these resources.

During the past six months the Education Department has established a formal system in conjunction with the Governor's Office, the Commerce Department, and the Labor Department to meet the specialized needs of individual businesses and industries. Specifically, the system is designed: to address upgrading and retraining needs, to package programs and funding for potential new employers or for those employers seeking to expand in New York State; to work with Private Industry Councils and Business,

Industry, Education and Labor Councils; and to meet the special needs of small businesses (i.e., businesses with 100 employees or less).

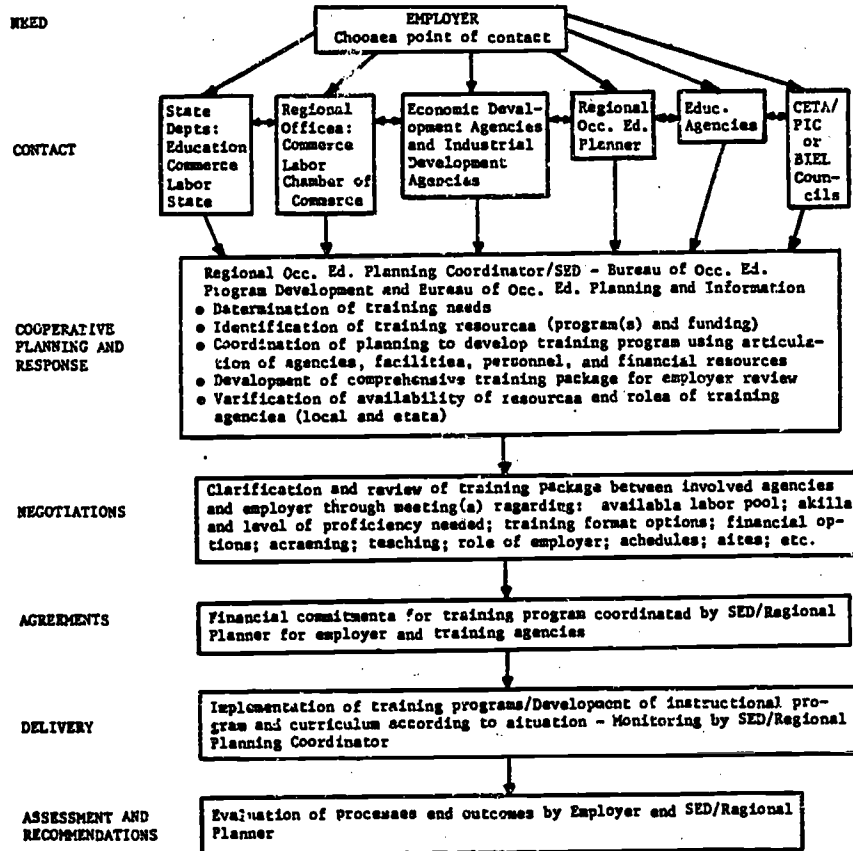
The new process builds on past ad hoc processes among the agencies mentioned above. In some cases a request is made directly to the State Education Department by a particular firm, education institution, or a private industry council. In other cases, the initial request for specialized education or training is made to either the central or regional offices of Commerce or Labor, or to an occupational education planner for a specific region. Whatever the access point, the new system requires that each central office be informed of the request and, in cases where a regional office initiates the request, that it be funneled through the central offices of Commerce or Labor to Education. The system is designed to insure immediate follow-up by the Education Department (see Chart II).

After each such request, the Education Department first meets with representatives of the firms to determine how many employees are required for each job title. In addition, the firm must identify what specific skills will be required for each job. The Education Department then contacts the Labor Department to estimate how many individuals with the needed training already are available in the specific geographic area. After this estimate is made, the Department projects the number of individuals who will have to be recruited and trained.

The next step by the Education Department is to work with the Occupational Education Executive Committees in the appropriate region. For the purposes of coordinating occupational education programs and resources the State is divided into 13 occupational education planning regions. Within each region, the community college presidents and presidents of agricultural and technical colleges, district superintendents of BOCES and superintendents of major city school systems form an Occupational Education Executive Committee. Each regional executive group is served by an

CHART II PROCESS FOR MEETING THE SPECIALIZED TRAINING NEEDS OF EMPLOYERS

- 1) Training resources needed in order for an employer to locate in a new area
- 2) Training resources needed to retrain, upgrade, or expand existing work force



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occupational education planner appointed by the group and supported by Federal Vocational Education Act funds.

The Executive Committees decide which institution with an existing program can best meet the training needs or, when there is no existing training program which agency is in the best position to mount a new program that can best meet the needs of the firm. The Department's subject experts also review the curriculum of the training program in terms of the firm's needs.

Once it is determined that a program exists or that a new program can be implemented to meet the training need, the appropriate local agencies (e.g., CETA, Industry Development Agency, etc.) are asked to identify funds to support the training. That information is then provided to the Education Department, and the appropriate State agencies convene to develop a plan for using funds from various sources to meet the need. This is a crucial step, since many agencies have funds which, although they are not adequate to fund the training separately, can be combined to fund the needed training programs. It should be noted that the Board of Regents has determined that, if this system works as well as it appears it will, \$10 million in State funds will be required to meet the projected needs which cannot be met with funds presently controlled by local and State agencies.

Assuming that appropriate funds are available, the Education Department forwards a total education package (programs and funding) to the Commerce Department for inclusion in that Department's economic development proposal for a particular firm. In some cases, the Education Department will work directly with an industrial development agency (IDA) or private industry council (PIC) where requested to do so, but the Education Department will, in such cases, inform the Central Office of the Departments of Commerce and Labor of this.

Assuming that a firm accepts the package, the State Education Department and the regional planner for occupational education are responsible for monitoring the implementation of the actual training programs. They are also responsible for determining the effectiveness of the training programs and the employer's satisfaction with the outcomes.

In addition to this new system, the Education Department has also been responsible for funding "job brokers" with Appalachian Regional Commission funds and is also working with Private Industry Councils to fund "brokers." The broker concept is designed to meet the specialized needs of smaller businesses and industries. However, the concept also works with larger employers.

Job brokering is an economic development procedure used by many communities to foster a closer link between available educational resources and the special training requirements of local businesses and industries. Although various job brokering programs may differ in format, most brokering activities usually include the following components:

- (1) A mechanism to identify employment and training needs.
- (2) Liaison functions between employers and educational resources.
- (3) Technical assistance in the development and delivery of especially tailored training programs.

The cooperative effort formalized through the job brokering system helps communities to mobilize available resources to promote local economic development.

The Appalachian Regional Commission has awarded funds to two projects in Appalachian New York to demonstrate the job brokering concept in rural areas. The Education Department is now exploring with Private Industry Councils the possibility of establishing similar job brokering projects. Each of these projects is operated by a professional brokering staff and an advisory council composed of representatives from business, industry, labor, government, education, and other community organizations.

Through the brokering process, key segments of the community are able to plan together to stimulate economic development.

The job brokering concept has had a significant impact on local economic development. Various training programs prepared by the brokering process have helped to retain current employment levels by upgrading workers' skills, and have generated career awareness for new employment opportunities through career-related instruction and services for youth and adults. We anticipate that heightened job-brokering activity will result in greater economic stability and increased use of local educational resources.

The State's system of vocational education can provide an important marginal advantage for attracting new industry to New York and for supporting the development and competitiveness of existing industry. The efforts that I have described are a sound beginning but they should be improved upon. The Education Department believes this responsibility is extremely important and seeks cooperation from all involved in making New York State competitive in using education and training as a marketing tool to strengthen the State's economy.

New York State is convinced that the efforts described above respond to the State's needs for economic development activities. This need also exists throughout the country. The Board of Regents' recommendations on the reauthorization of the VEA suggest that a separate title of the Act be created to help pursue these efforts to strengthen the economy and that such efforts be given a high priority in the new legislation. An additional title for program improvement is also recommended to strengthen the delivery system for vocational education to help support the statewide activities described above.

Meeting the Needs of Special Population Groups

The New York State Board of Regents has had a longstanding commitment to meeting the needs of special population groups. Thirty-one percent of the students enrolled in vocational education programs in 1979-80 are categorized as American Indian, Black, Asian or Hispanic. Table 4 indicates that these minority groups are served in all of the types of agencies offering vocational education programs in New York State.

Table 4
Minority Occupational Education Enrollment
in New York State 1979-80

	American Indian	Black Not Hisp.	Asian	Hispanic	White Not Hisp.	Totals
BOCES	312	3807	282	2100	94954	101,455
LEA	294	13109	505	3255	195930	213,093
Big 5	534	68044	4693	34994	52216	160,541
Public TYC	993	19653	2661	9639	106422	139,368
EOC	17	2359	44	379	1842	4,641
Private TYC	12	1016	178	541	7750	9,497
Proprietary	176	34702	2243	23749	55778	116,648
Total	2398	142690	10606	74657	514892	745,243

Almost 140,000 disadvantaged students are enrolled in occupational education programs. The efforts described previously indicate how the State is fostering the concept of using the motivational factor of vocational education to teach basic skills. The Regents are also deeply concerned about the issue of youth unemployment and are presently developing a policy statement on this issue. The following excerpts from a recent Youth Knowledge Development Report clearly indicate that vocational education has the potential to prevent students from dropping out and to reduce the youth unemployment rate.

Excerpts from Youth Knowledge Development Report

Research on Youth Employment and Employability Development
Youth Perspectives - The Lives Behind the Statistics
May 1980

U.S. Dept. of Labor, Employment and Training Administration
Office of Youth Programs

A description and analysis of the lives of 32 young CETA participants based on periodic interviews conducted over a year.

"Several dropouts complained that the more interesting employment-related classes at their schools were also reserved for the academically proficient.

I thought school was supposed to prepare you for life. But from what I've seen, you gotta be one of the so-called better students just to get into these classes where they teach you business or job skills and all that stuff. If you're not a good student, you're in these plain classes that are real boring. And I would usually just slide in there.

...

A substantial portion of the dropouts seemed to have a hard time relating to much of the high school curriculum. These young people favored practical courses, or, as one young man said: "Classes that teach you things you need to know—stuff that you'll really use, like how to balance a checkbook." Consumer Economics and Personal Finance were considered by a number of continuous attenders to be the most worthwhile classes they had taken in high school. But most of the dropouts said that they had never had the opportunity to take these kinds of practical courses.

They oughta teach you how to handle yourself financially—how to make a decision on your own, how to rent an apartment, how to talk to people when you're being interviewed for a job, how to read and understand contracts, and the whole thing—things like that, you know? Like what to do with your bank account, and where to go to get the best deals. Even down to shopping. I mean they oughta teach somebody how to shop for groceries. A lot of people don't know how.

...

Most of the dropouts in the case study group acknowledged that there was a need to learn basic reading, writing, and math skills at school, but beyond that they could see little point in some of the subjects they had been required to study.

Everybody needs some English, basic grammar and stuff like that, just to talk and all. You need to read and write, but I don't like to write just to be writing. I'm a carpenter and I don't like to be writing compositions, you know. All that stuff about nouns, pronouns, verbs, adverbs—it just seems really confusing to me.

...

Given their negative feelings about many of the teachers they've had, one might expect that potential dropouts would want to avoid teacher contact as much as possible. But nearly all of the case study participants who had dropped out of school reported that they would have liked more interaction with their teachers. These participants wished their teachers had been more observant and paid more attention to them and their needs. They believed that a good teacher really cares about each student. As one student said, "The worst teachers are the ones that just try to contain you for an hour or so." Another student felt that "teachers should be noticing more about who needs help. When someone asks a question, they should stop and really help them instead of getting impatient." It was something of a surprise to find that, along with more individual attention and special recognition, some dropouts would have liked more pressure from their high school teachers. The attitude expressed by a ninth grade dropout was not unusual among this group:

I like the teacher to push me a little, be on my back sometimes. I like for people to come out and talk to me..to tell me, you know, "you're smart, you can do something with yourself." I wish I'd have had teachers who come out and told me that I could do it. It would have been no problem doing the work, you know. I could've done it; it's just that I didn't. I like to get individual attention. I think I could work better if it was just me and the teacher. That way I would stop and ask questions, you know.

...

Among the YP case study group, none of the 20 dropouts left school primarily because of economic need.

...

About half said they left primarily for school-related reasons. For the other half, personal considerations and family problems were a major factor in the decision to drop out."

The excerpts cited above indicate that students want to take courses which they feel are "relevant" and which demonstrate the "caring" attitude that vocational education personnel can and do provide. Two studies which our Department will soon complete substantiate, for the most part, these conclusions. One study, being conducted for the Department by Cornell University, is an assessment of the benefits which students in secondary school vocational education receive in addition to learning technical job skills. Preliminary findings based on a pilot study indicate that occupational students' attitudes were significantly more positive than those of students in either general or college bound programs. Specifically, the preliminary findings indicate:

- 1) The most positive attitudes were shown by occupational students toward their occupational programs and their occupational teachers.

- 2) Occupational students reported more confidence in their career preparation and career prospects than general-education or college bound students.
- 3) Occupational students describe their programs as being relevant to their personal goals and thus more motivating than other education programs.
- 4) Occupational students feel that the emphasis in occupational education on attaining proficiency, rather than competing for grades, enables them to try out a variety of realistic work tasks and to practice specific work skills. It appears that this history of learning and success produces an environment in which students develop career-related enthusiasm and confidence.
- 5) Occupational students believe that their teachers have a personal interest in them and that teachers are willing to answer questions and explain things to them. Occupational students believe longer class periods and smaller class size helps make this possible.
- 6) Both occupational students and non-occupational students said that student "cliques" in the home schools have the effect of dividing and excluding students. In contrast, occupational students report that, among students in occupational programs, trust and camaraderie exists between peers.
- 7) Students' attitudes were found to be more consistently related to their educational programs than to their socio-economic status or educational aspirations. In other words, educational program appears to have more influence on students' attitudes toward school than background factors.

To summarize these findings, personally relevant programs and a supportive environment, which students feel they have in occupational education, combine to give occupational students a sense of personal participation in their educational process. In addition, occupational education students also feel that society is responding to their need for preparation for later life, a feeling which they do not find elsewhere. The pilot tests indicate that respondents were not the picture of alienation and apathy which is often

projected by the news media. While attitudes were generally positive for both occupational students and non-occupational students, attitudes were consistently more positive for occupational students than for non-occupational students. Further analysis will provide additional information on the attitudes of occupational students in non-occupational-center settings.

In a second study of secondary school occupational education students conducted by the Department, we have found the following to be true:

1. Occupational education students perform better in their occupational-education courses than in their academic courses.
2. Success in academic education is a good indicator of success in occupational education; 94% of those students with average or above academic grades had average or above average occupational education grades. However, failure in academic education is not a good indicator of failure in occupational education; 60% of those students with below-average academic grades had average or above average occupational education grades.
3. High achievement test scores are a good indicator of success in occupational education; 92% of those students with average or above average achievement test scores also had average or above average occupational education grades. However, low achievement test scores do not necessarily indicate failure in occupational education; 77% of those students with below average achievement test scores had average or above average occupational education grades.
4. Occupational education grades are not related to family income.
5. Family income is normally distributed among occupational education students. These data do not support the belief that occupational education students are primarily from low-income families (49% of the students were from families where income was over \$15,000, 28% of the students were from families whose

income was over \$20,000 and 12% of the students were from families whose income was over \$25,000).

6. Living arrangement does appear to have some relationship to performance in occupational education, academic education and on achievement scores. Students from two-parent families perform slightly better than from one-parent families. Occupational education grades are less affected than academic grades or achievement test scores. One item of interest is that students with some "other" living arrangement performed slightly better than students in one-parent families.
7. The number of siblings in a family is related to school performance. In general, a lower number of siblings is related to higher performance. Again, occupational education grades are less affected by number of siblings than are academic grades or standardized achievement test scores.

Based on the comments of the CETA participants in the Youth Knowledge Development Report and the findings of the two studies discussed above, it would appear that vocational education can make a difference for the disadvantaged student. Although New York is able to serve many of its disadvantaged students, there are still many unmet needs. Because of these unmet needs, the Regents recommendations on VEA reauthorization propose establishing a new Targeting Grant to focus resources on the most economically and educationally disadvantaged area. The proposal places emphasis on both construction of new facilities and capital investments for remodeling and modernization of existing secondary and post-secondary facilities in urban areas. The proposal would allow funds to be used in the total vocational education program if there are substantial numbers of disadvantaged students to prevent the problems of the "pull-out" approach presently required by E.S.E.A. Title I. Integrating basic skills with vocational education is also part of the proposal.

The plight of the disadvantaged adult is equally important. According to the 1970 census, more than 5.3 million adults and out of school youth in New York State (aged 16 or over) lacked a high school diploma or equivalent—an estimated 41 percent of the State's adult population and over 50 percent in each of the State's major cities. While the 1980 census may show some improvement, the number of adults in New York who lack a high school education is likely to remain the highest of any state in the Nation. Each year some 87,000 high school dropouts are added to the pool. Most of the estimated 700,000 to 1.7 million immigrants and refugees in the State lack a diploma or the English-language skills needed for successful employment. The absence of a high school diploma or even the basic skills associated with that minimum credential becomes more and more serious as manufacturing jobs are lost to the State and replaced by new office and technical jobs.

The large pool of adults lacking a high school education is a major problem for our economy and our society, a problem that becomes more serious as the economy becomes more sophisticated.

The lack of basic skills is a substantial barrier to entering into and benefitting from occupational training programs. The prime sponsors and agencies operating CETA training programs indicate that, because of their lack of basic skills and/or life-coping skills, a large percentage of CETA-eligible adults are not ready for training or placement when they register. The lack of basic skills is also highly correlated with unemployment, welfare, and incarceration, and thereby costly to the State's economy.

In the 1980's and 1990's the problem of the educated and skilled adult whose skills become outmoded or are no longer needed will become more serious. The problem of skill obsolescence, although hardly new, is bound to be accentuated by the rapid technological and structural changes which are presently under way in our economy. Compounding the problem even more is the uneven age distribution of the population with a high proportion

of the population in the middle age groups and a low proportion of youth. This uneven age distribution will characterize New York's population for the rest of the century.

If significant economic development is to occur in New York State in the next twenty years, many thousands of adults, probably millions, will have to return to school, college, or training programs of some sort to learn the skills of the new industries. There will not be enough trained young men and women to launch and operate the new enterprises.

New York's educational institutions have the resources and the imagination to provide the requisite education, training, and retraining programs for adults. New York has long been a national leader in the areas of adult continuing education, immigrant education, and other experiments in adult education. Facilities, faculty, and other resources no longer needed for education of the young can be and are being redirected toward adults.

To begin a more effective and unified approach to dealing with the problems of those lacking a high school diploma with the limited funds available, the Office of Occupational and Continuing Education has been reorganized to bring a number of separate programs—Adult Basic Education (ABE), high school equivalency, and CETA—under one umbrella: the Division of Continuing Education. Occupational and basic skills programs can now be more easily coordinated to provide a continuum of education and training for educationally disadvantaged adults.

Various activities have been undertaken to coordinate services to adults. A network of Regional Cabinets is being established to improve communication among local program providers, to broaden their articulation with the Division, to encourage regional cooperative planning for adult basic and occupational education, and to make allocation of resources to delivery agencies in each region more equitable.

A special experimental project is also being funded under the Adult Education Act with the National Association for Industry-Education Cooperation (NAIEC) providing technical assistance to adult basic education programs in urban settings to establish or improve cooperative planning and cooperative arrangements with community agencies, business, industry, labor unions and other appropriate organizations.

Funds have also been earmarked under the supplementary vocational education 15% part of CETA to encourage the coupling of basic skills and occupational programs. A model program which links basic education, English-as-a-second-language instruction, skill training, counseling, assessment and placement into one continuum of education and training is being developed with CETA 85% nondiscretionary funds.

Finally, the Division has inaugurated a study to analyze the basic skill requirements of entry-level jobs and occupational training programs and develop an assessment instrument which can be used to prescribe the needed areas of study.

Although the Department is making a concerted effort to address the problems of adult students, there are two major areas where the educational institutions do not have adequate resources to meet the needs: educational and career counseling for adults, and, financial aid for adult students.

The primary source of educational and career counseling for young students is the schools they attend, where each educational level provides disinterested advice on the next step. But the working (or unemployed) adult, unhappy with his or her situation and ready to invest in an educational program to start over again or to move ahead, often has no place to turn to for disinterested advice on educational and labor-market opportunities. The right advice for these adults is too important for New York State and its economy to be left to chance. Moreover, the State is in the best position to provide good advice by virtue of the economic, labor market, and educational information it routinely collects

and analyzes. A beginning has been made in job counseling by the Labor Department and in educational counseling through the Education Information Centers and the Regents External Degree Program volunteer Advisor Network (both operating from the "neutral" site of public libraries). More financial support is needed in this area.

The education system, including vocational education, is often criticized for failing to work effectively with CETA agencies and the newly established Private Industry Councils. New York State has not yet established perfect working relationships with all prime sponsors in the State, but we believe we are making substantial progress toward such relationships. For example, members of our staff are working with the New York City prime sponsor to design and implement an effective assessment system for developing an employability plan and to give more attention to needs of adults and out of school youth for basic and life skills. In addition to the work with the New York City prime sponsor, a project is being implemented with the New York City Private Industry Council to retrain workers who are not now CETA-eligible but who need retraining to keep up with technological changes in their fields. The Department also has membership on the Balance of State Private Industry Council and is providing services to firms as needs are identified by the Council.

In their recommendations on VEA reauthorization, the Regents are requesting that representation from business, industry and labor be increased on the State Advisory Council on Vocational Education. Representatives from state and local Private Industry Councils and the State Employment Training Councils should also be included on the SACVE. The Regents also recommend that regional advisory councils be established with members appointed jointly by the CETA prime sponsors and educational agencies located within the service areas of the separate prime sponsors (including the Balance of State prime sponsors). We believe this will help to insure coordination and better planning for the delivery of training programs.

Serving the needs of the handicapped is another major priority in New York State. In addition to recent federal legislation (PL 94-142), a New York State law requires services for the handicapped, one of the strongest laws in the nation. The Board of Regents are deeply concerned, however, that the level of federal funding is not adequate to carry out the federal mandates of PL 94-142.

The Regents, recognizing that there was a need to provide a continuum of services involving special education, occupational education and vocational rehabilitation charged the three Assistant Commissioners in the Department who are responsible for these three areas to develop and implement plans to bring about coordinated programs for the handicapped in the three areas.

Three years ago these three Assistant Commissioners began to carry out this charge. In 1978-79, they held a series of seven regional workshops to solicit a list of practical problems from field representatives of the three areas. The field representatives indicated that schools had many needs in these areas. Some of the needs identified were for:

1. In-service programs for vocational education teachers and administrators to help them teach handicapped students in the "least restrictive environment."
2. Involvement of vocational education personnel in the deliberations involving placement of students and in developing Individualized Education Plans (I.E.P.s).
3. Improved preservice programs.
4. Involvement of OVR counselors in the secondary schools to help develop IEP's and to insure that students leaving the secondary schools were helped to pursue further education and to obtain job placement.
5. A joint directory of programs and services for the handicapped available from the offices of the three Assistant Commissioners.

In response to these requests, federal funds for services to the handicapped were used to provide in-service education to vocational education personnel. The three Assistant Commissioners issued joint memorandas suggesting that occupational education personnel be involved in the deliberations of the Committees on the Handicapped. The Department conducted a workshop for college chairpersons from all three areas to discuss methods for cross-training. VEA mini-grants will be awarded in 1981 to help higher education agencies to carry out the action plans developed as a result of that workshop. In addition, the Office of Vocational Rehabilitation is presently committing funds for counselors in BOCES throughout the State. Finally, a directory of services and contacts at the Education Department has been prepared and distributed.

In 1980, the Department held a second series of workshops to collect information on the needs of the handicapped from parents, other agencies providing services for the handicapped, and representatives of business and industry. Guidance personnel from the field and within the Department participated in this second series of workshops. The Department is presently summarizing the data from these workshops and will shortly develop action plans based on the needs which the data describe.

In summary, progress in providing a continuum of services for the handicapped has been made in variety of areas with a great deal of advice and information from the field. The major remaining challenges are to serve more handicapped students and develop more cooperative working relationships at the local level. Our figures indicate that over 13,000 handicapped students who require supplemental services are presently being served in occupational education. Because the VEDS definitions do not ask for data on the number of handicapped students who are served in regular classrooms, we know that the total number of handicapped served is much higher.

New York State is also proud of its efforts to deal with the problems of sex discrimination, sex bias, and sex stereotyping. We recognize that major changes in social attitudes about such matters will require many years. However, major efforts must be undertaken to affect the present situation in which a disproportionate number of women are confined to low-paying, dead end "sex stereotyped" jobs. You are all aware of the responsibilities each state education department has under the Educational Amendments of 1976 so I will not repeated them.

During the past three years, the Department has implemented many projects and activities in the area of sex equity. In terms of commitment of federal resources, \$1.1 - \$1.4 millions in VEA funds were made available to secondary and postsecondary agencies in fiscal years 1978-1980. These funds, combined with our own staff, and other resources, were used to support the following types of activities:

- 1) Over 100 workshops, seminars and informational meetings have been held throughout the State during the past three years.
- 2) Two universities have implemented a 6-credit-hour in-service course on sex equity for vocational education teachers, administrators, and counselors. The course provides information on legal responsibilities and attitudes, as well as on how to conduct sex-equity activities in classrooms. The 225 people taking this course have also been given the responsibility to train others. Our present data indicate that these people have worked with 111,000 students, teachers, parents, etc., have established sex equity resource centers, and have revised sex-biased curricula.
- 3) A Youth Group Program activity kit was developed by students and distributed to 75 youth group advisors.
- 4) An audio filmstrip and resource book entitled "Expanding Adolescent Role Expectations" was developed by Cornell University and 2300 copies have been distributed throughout the State.

- 5) The Department produced and disseminated two major documentary films. The first, "Turning Points," depicts the problems and experiences of women pursuing careers. The second film "Men's Lives", deals with the changing role of men in our society.
- 6) A Statewide newaletter called VOICE (Vocational Options in Creating Equality) is prepared quarterly. At this time 15,000 copies have been distributed.
- 7) A series of four public service announcements for television was produced. The first announcement was aired 187,000 times.
- 8) The Department established a Job Network Information Service (JNIS) which bimonthly disseminates listings of administrative job openings in local education agencies and in the State Education Department throughout New York State to chief school officers and to JNIS candidates. Since its inception, JNIS has advertised over 380 administrative positions and currently maintains a pool of over 500 qualified job applicants. In addition, JNIS collects information on the hiring practices of local educational agencies.
- 9) The sex equity coordinator, in addition to supervising the projects identified above, has helped agencies to develop action plans, reviewed project proposals, conducted workshops, developed a plan for Equal Access in Employment for Vocational Education in the State Education Department, established model programs for displaced homemakers, and undertaken a needs assessment of the numbers of displaced homemakers in the State along with numerous other activities.

Table 5 indicates that some progress has been made in encouraging students to enroll in "non-traditional" subjects. New York State is proud of the fact that the trend is in the desired direction. We hope that our efforts are causing this change and yet recognize that continuous efforts are required.

Table 5 Secondary Occupational Education Enrollment by Program and Sex
in Selected Program Areas

Program Title	1978-79	Enrollment 1979-80	% Male 1978-79	% Male 1979-80	% Female 1978-79	% Female 1979-80
<u>Agriculture</u>						
Pre-vocational	2847	2032	88.6	85.0	11.4	15.0
Business	87	155	93.1	83.2	6.9	16.8
Mechanics	1816	1763	98.1	97.8	1.9	2.2
Conservation	1931	1587	87.2	86.3	12.8	13.7
Ag. Technology	47	52	97.9	94.2	2.1	5.8
<u>Distributive</u>						
Apparel & Accessories	465	587	17.8	20.3	82.2	79.7
Automotive & Petroleum	73	157	88.2	43.9	17.8	56.1
<u>Health</u>						
Pre-vocational	3052	3311	8.0	10.6	92.0	89.4
Dental Assisting	899	1061	2.0	3.8	98.0	96.2
LFN	3191	3021	1.4	5.2	98.6	94.8
Nurse Assisting	2215	2494	4.1	12.7	95.9	87.3
Medical Assisting	890	663	3.6	2.6	96.4	97.4
Other Health	385	327	8.6	10.1	91.4	89.9
<u>Home Economics</u>						
Care & Guidance	2296	1732	5.4	8.4	94.6	91.6
Clothing Management	921	676	6.2	3.7	93.7	96.3
Home Furnishings	251	161	9.2	4.3	90.8	95.7
Institutional Support	170	85	2.9	8.2	97.1	91.8
<u>Office</u>						
General Office	97111	95061	17.3	17.1	82.7	82.9
Materials Support	333	113	5.1	36.3	94.9	63.7
Stenographic	36497	36188	1.6	2.0	98.4	98.0
<u>Technical</u>						
Aeronautical	147	121	100.0	97.5	0.0	2.5
Architectural	1036	1241	86.9	88.2	13.1	11.8
Automotive	226	47	96.0	93.6	4.0	6.4
Civil	39	66	94.9	72.7	5.1	27.3
Electrical	577	290	96.7	96.2	3.3	3.8
Electronic	1172	1948	98.4	87.6	1.6	12.4
Electro-Mechanical	148	502	96.6	73.3	3.4	26.7
Industrial	31	25	93.5	80.0	6.5	20.0
Mechanical	558	1092	92.3	89.5	7.7	10.5
Other Technical	692	767	81.5	63.4	18.5	36.6
<u>Trade & Industry</u>						
Air Conditioning	1551	1672	99.7	94.5	0.3	5.5
Appliance Repair	460	557	87.6	89.2	12.4	10.8
Auto Body	2890	3162	99.4	99.5	0.6	0.5
Auto Mechanics	8934	10901	98.2	98.2	1.8	1.8
Other Auto	1585	1421	99.0	95.9	1.0	4.1
Carpentry	3965	5420	99.1	97.3	0.9	2.7
Masonry	646	581	99.7	99.7	0.3	0.3
Plumbing	657	614	99.8	99.6	0.2	0.4
Other Construction	3405	1930	95.4	95.6	4.6	4.4
Custodial	636	514	93.7	91.4	6.3	8.6
Drafting	3188	2954	87.3	89.1	12.7	10.9
Electrical	4913	5057	98.9	98.5	1.1	1.5
Electronics	2813	3155	98.0	97.4	2.0	2.6
Maritime	206	408	100.0	89.2	0.0	10.8
Machine Shop/Tool	2953	3593	97.9	97.0	2.1	3.0
Welding & Cutting	1793	2128	99.2	98.5	0.8	1.5
Other Metalworking	1624	238	81.6	89.1	18.4	10.9
Cosmetology	7402	8335	5.7	3.5	94.3	96.5
Other Personal Serv.	151	737	14.6	7.5	85.4	92.5
Other Public Service	14	87	7.1	12.6	92.9	87.4
Textile Production	1792	1719	9.7	9.9	90.3	90.1
Other Trade & Industry	1076	2014	82.9	81.3	17.1	18.7

In addition to all of the efforts described above to meet the needs of special populations, the Department is now carrying out its responsibilities under the Office of Civil Rights' "Guidelines for Eliminating Discrimination and Denial of Services on the Basis of Race, Color, National Origin, Sex and Handicap in Vocational Education" issued on March 21, 1979.

Our Methods of Administration plan has been submitted and personnel in elementary, secondary, continuing, and higher education have been assigned to conduct desk audits, compliance reviews, and provide technical assistance. These personnel, trained by outside consultants have developed standards and distributed them to the field to assure that people in the field understand what criteria they will be evaluated against. Department staff have held workshops throughout the State and have begun compliance reviews.

Implementing this new responsibility without additional funding has required reassignment of personnel and has therefore had an impact on other services which we have traditionally been able to provide. New York State believes, however, that this is an important responsibility and has developed a sound program in this area.

As the Administration and Congress begin to consider reauthorization, they will have to make difficult decisions on how best to serve the needs of special populations. The Board of Regents recommendations on VEA Reauthorization propose that a special targeting section be authorized for meeting the needs of the disadvantaged. However, the recommendations go on to propose that other special population group set-asides be eliminated. If program funds for the handicapped are to be provided, they should be provided through PL 94-142 and through the Vocational Rehabilitation Act. The Regents propose that funds be provided in a separate equity title for State staff to provide technical assistance and conduct compliance reviews to assure access and supportive services are being provided. We also propose that activities in the sex-equity area be encouraged under the other proposed titles.

Effectiveness of Vocational Education in
New York State

Members of the Committee are well aware that many of the national studies on vocational education have produced conflicting conclusions about the effectiveness of vocational education. I would like to report on three major studies that have been undertaken in New York State in the last four years on various aspects of the effectiveness question. The first study, conducted by Cornell University in 1976, is entitled "Economic Returns to BOCES Secondary Occupational Education investment." The study was limited to one BOCES service area (Broome-Delaware-Tioga). In the study, one hundred fifteen 1973 & 1974 BOCES graduates and 99 general-program 1973 & 1974 graduates were randomly selected and interviewed. Cornell used rigorous research methods in this pilot study to determine benefits and rates of return for BOCES Occupational Education.

In the Economic Returns study, evaluation of earnings did not simply compare incomes of BOCES graduates to those of general-curriculum graduates. Earning differentials between these two groups caused by previous work experience, marital status, sex, father's occupation, union membership, etc., were accounted for and eliminated. When all other effects are eliminated, vocational education contributed \$813.00 to earnings the second year after graduation. However, two other factors were included to measure the total influence occupational education has on earnings: (1) the willingness of employers to pay a higher salary for an employee with skills training directly related to the employer's need, and (2) the greater likelihood that BOCES graduates will receive post-high-school training. When these factors were considered, total earnings of BOCES graduates were \$356.00 and \$1,480.00 greater than those of general program graduates one and two years after graduation respectively.

The pilot study also examined the question of the rate of return on investment for a BOCES education (i.e. the cost of a BOCES education versus the increased productivity as measured by the income of a BOCES graduate). The study concluded that the rate of return for a BOCES education was significant to society. The finding held true even when the annualized costs for all capital assets and a discount rate of .10 percent (interest charge) for taking these resources out of possible other uses for society were considered along with annual school budgets.

The rates of return for the BOCES graduates studied were analyzed under two sets of assumptions. Under assumption A the earnings differential between the general curriculum graduates and the BOCES graduates declines to zero within ten years. Under assumption B the earnings differential continues the entire working life of the graduates. The rate of return accruing to society under each of these assumptions was as follows:

	<u>1973 Graduates</u>	<u>1974 Graduates</u>
Under assumption A)	38.8%	32.2%
Under assumption B)	48.5%	42.9%

In other words, under assumption A, where the earnings gap between the BOCES graduate and the general curriculum graduate declines to zero after 10 years, the overall increased earnings exceeds society's cost to operate the BOCES program by 38.8% for 1973 graduates and by 32.2% for 1974 graduates. Under assumption B, where the earnings gap between the BOCES graduate and the general curriculum graduate continues throughout the entire working life, the overall increased earnings exceed society's cost to operate the BOCES program by 48.5% for the 1973 graduates and 42.9% for the 1974 graduates.

These results, which admittedly are limited to one BOCES service area, probably understate the occupational education benefits to society, because noneconomic benefits

were not considered and the additional economic activity generated by the increased income was ignored.

A second study was conducted by the New York State Legislative Commission on Expenditure Review (LCER) which is an agency similar to GAO at the federal level. The program audit, entitled "Occupational Education in Secondary Schools," evaluated the occupational education system and the experiences of its graduates. Some of the Commission's findings were as follows.

The Commission received survey responses from 211 local advisory council members. At least 75 percent of these council members rate the most vital parts of the program - i.e., teaching quality, training equipment, and curriculum - as very satisfactory or satisfactory. Further, the council members feel they contribute a great deal or moderately to improving these and other aspects of the program.

Employers also gave the occupational education system good grades. Overall, 78 percent of the 241 employers interviewed prefer hiring occupational education graduates rather than academic graduates for entry-level jobs requiring special skills. The employers surveyed were grouped by the percent of entry-level jobs in their firm requiring special skills, ranging from under 10 percent to over 75 percent requiring special skills. Of the employers requiring special skills for at least half of their entry-level jobs, 91 percent prefer hiring occupational education graduates.

Three thousand five hundred and thirty six occupational education graduates were interviewed in the Commission study and their responses also indicate that the occupational education system is good. Ninety-one percent of these graduates would choose an occupational education program again, if they had the choice. Seventy-nine percent would choose the same program. A substantial portion of graduates, 82 percent, gave their program an overall favorable rating.

The job experiences of these graduates show that their occupational education gave them an advantage in the labor market. Sixty-three percent of the graduates interviewed were working full-time and 12 percent were furthering their educations at postsecondary schools. Only seven percent were unemployed, which compares favorably to a youth unemployment rate of 18.4 percent. Occupational education graduates also found jobs sooner than their academic counterparts (as shown when their experiences were compared with those described in interviews of 856 academic program graduates).

Of the occupational education graduates working, 71 percent had jobs in a field directly related to their training. The same is true for 61 percent of the graduates three years after completing the program. These rates are very high when the age and maturity of the students are considered.

Substantial majorities of graduates said that their occupational education contributed to finding, doing and enjoying their jobs. Occupational education graduates felt their program helped them more in these areas than did academic-program graduates.

A third study was recently conducted as part of New York State's effort to implement the Vocational Education Data System (VEDS) reporting requirements. A pilot study of an employer follow-up survey was conducted in one planning region in 1980. Students were asked to authorize the State Education Department to solicit their employers concerning an evaluation of their performance on the job. Only employers of former students, on a job related to the training of the occupational education program in which that student had been enrolled, and who were authorized by the student to be contacted, were surveyed. The questionnaire solicited information about skills and knowledge, work attitudes, work quality, training, and job preparation relative to that of other employees without such training and asked for an overall rating of the training.

Of 3977 program completers and leavers in region nine, 2,478 students returned completed forms. One thousand one hundred and fifty-eight respondents were employed in a field related to their training, and, of this number, 462 authorized employer contact. Of the 430 employers that could be contacted, forms were returned rating 220 secondary-school and adult program completers and leavers.

Table 6 shows the ratings of the 200 secondary school program completers:

Table 6				
Employer Ratings of 200 Secondary School Program Completers				
Percent of Employers giving each rating				
<u>Area Related</u>	<u>Exc.</u>	<u>Good</u>	<u>Fair</u>	<u>Poor</u>
Technical Knowledge	22%	59%	17%	2%
Work Attitudes	41%	45%	12%	2%
Work Quality	25%	55%	15%	5%
Overall Rating	22%	61%	15%	2%
Relative Preparation	15%	61%	15%	4%

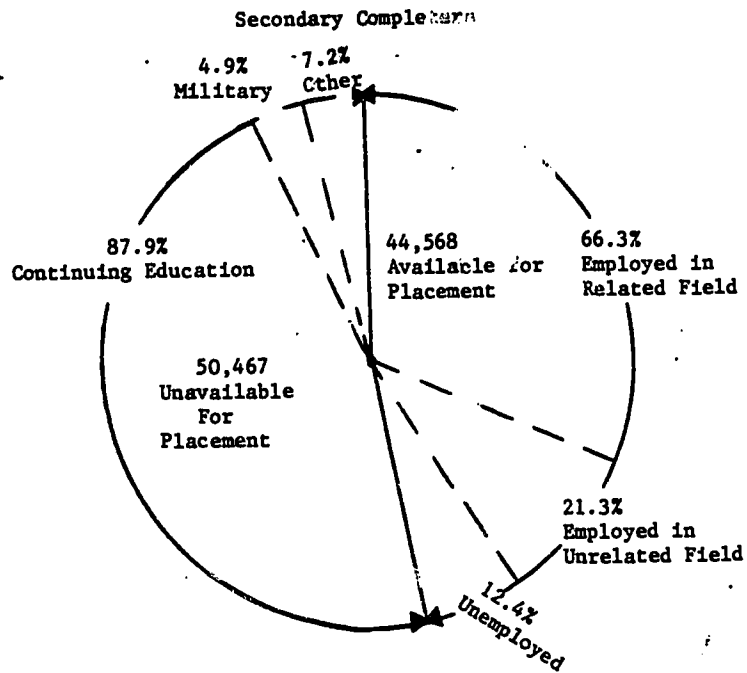
One important measure of how well the occupational system is meeting the labor market needs is the success of its graduates in finding employment in the fields for which they have trained or in related fields. Follow-up information in Table 7 concerning students graduating in the 1979-80 school year show that 231,449 persons completed secondary, postsecondary, and adult occupational programs. The status of 47,588 of that total is unknown. Of the remaining 183,861 graduates, 119,149 elected to participate in the labor market immediately. Of those graduates seeking employment 90,479 or 76% found employment in fields related to their training, 16,350 or 14% found employment unrelated to their field of training while only 12,230 or 10% were unemployed. Of the 64,712 not entering the labor market immediately, 53,918 or 83% elected to continue education.

Table 7

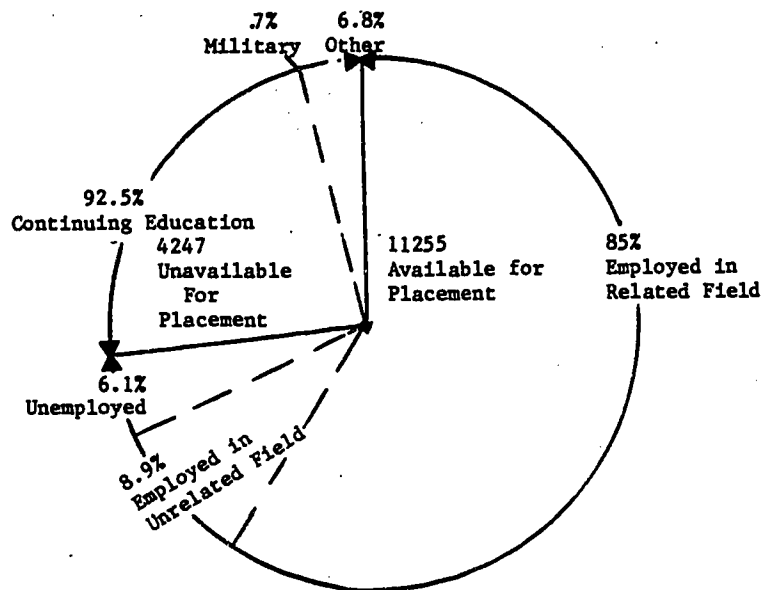
	Public ¹ Secondary	Public ² Postsec.	Private ³ Postsec.	Public ⁴ Adult	Private ⁵ Adult	Totals
Total Completers	115,772	25,302	5,392	26,772	58,211	231,449
Employed Related Field	29,531	9,564	3,857	10,753	36,674	90,479
Employed Unrelated Field	9,475	1,004	119	3,109	2,643	16,350
Military	2,490	28	14	26	117	2,675
Continuing Education	44,371	3,955	518	1,856	3,218	53,818
Unemployed	5,562	687	165	3,113	2,793	12,320
Not Available for Placement	3,606	291	218	839	3,165	8,119
Status Unknown	20,737	9,773	401	7,076	9,601	47,588

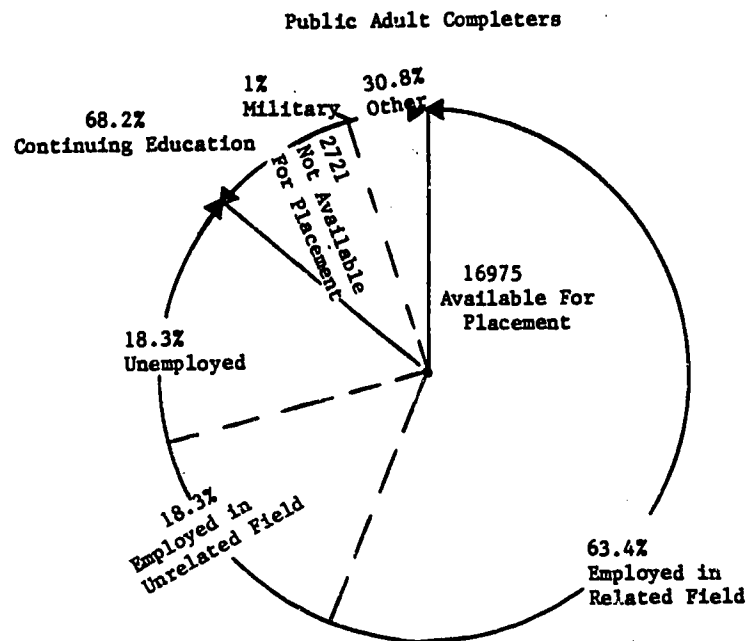
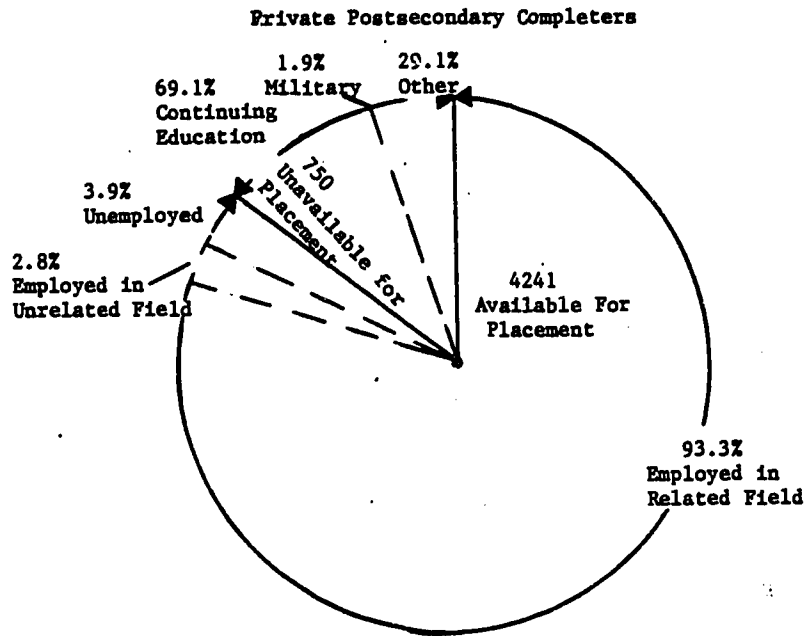
The follow-up statistics for 1979-80 program completers contained in Table 7 are portrayed for each of the sectors in the piecharts which follow.

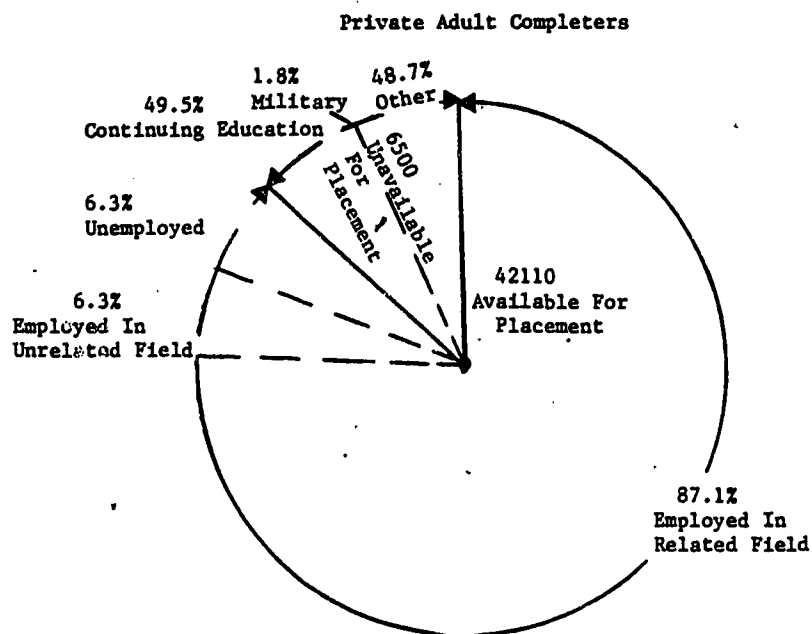
- 1). Public secondary includes students in BOCES, local educational agencies and the Big 5 cities.
- 2). Public postsecondary includes students in degree granting occupational education programs at the SUNY Agricultural and Technical Colleges, the SUNY Community Colleges and the CUNY Community Colleges.
- 3). Private postsecondary includes students in degree granting occupational education programs at the independent two-year colleges and those proprietary schools authorized to award degrees.
- 4). Public adult includes adults in occupational education programs at the BOCES, local educational agencies and the Big 5 cities, as well as students in non-degree granting programs at the SUNY Agricultural and Technical Colleges, the SUNY and CUNY Community Colleges and the Educational Opportunity Centers.
- 5). Private adult includes students in non-degree granting programs at the independent two-year colleges, the registered business and licensed trade schools, and the proprietary schools authorized to award degrees.



Public Postsecondary Completers







Percentages of each completion category within the major areas of "available for placement" and "unavailable for placement" are indicated on the edge of circle. The total number of completers in each of those major areas is identified within the appropriate sector.

**V. Why a Federal Investment in Vocational Education is Necessary
for New York State**

New York State has, as have most other states, strongly supported vocational education both at the State and local levels. The State has reached a point, however, where it is becoming increasingly difficult to increase revenues. New York State's economic base has suffered during the past 20 years. It is now unrealistic to assume that the needs for equipment; facilities (especially in urban areas); and services and programs for adults, disadvantaged, handicapped, and employers can be met with State and local resources. If the nation is committed to meeting these unmet needs, it must recognize this.

The State and local share of support for occupational education programs in New York State has historically been approximately 93 percent. This level of State and local support requires a contribution, statewide, in excess of of \$500 million. The present economic environment, reflected in the increasing number of local school budgets defeated at the polls, makes the continuation of such a large contribution very difficult. In 1980, more than 30 percent of the school budgets in New York State were defeated on the first vote. Many districts have reached State constitutional tax limits; New York's largest cities' school systems depend for support on central governments besieged by problems; and the cost of living continues to erode the purchasing power of the educational dollar.

The health of the New York State economy is enhanced by the contributions of the vocational education system. New York's need for an expanded occupational education system is demonstrated, in part, by the following:

1. The national level of civilian employment grew during the 1970's by more than 23 percent (78.6 to 96.9 million) while this level grew in New York State during the same period by only 2.8 percent (7.2 to 7.4 million).

Source: United States Department of Labor - Bureau of Labor Statistics; and
New York State Department of Labor - Bureau of Labor Market
Information.

2. The national civilian unemployment rates grew during the 1970's by 18.4 percent (4.9 to 5.8 percent) while this rate grew in New York State during the same period by 61.4 percent (4.4 to 7.1 percent).

Source: United States Department of labor - Bureau of Labor Statistics; and
New York State Department of Labor - Bureau of Labor Market
Information.

3. Approximately 67 percent of New York's population is 21 years or older, compared to 64 percent of the nation's population. This "older" population increases the need for retraining programs to enhance job advancement opportunities and the occupational mobility of the adult population.

Source: Statistical Abstract of the United States, 1978; and New York State
Economic Development Board.

The problems New York faces in meeting this increasing need for occupational education are exacerbated, in part, by the following:

1. Per capita personal income in New York State has grown at a substantially slower rate than the national average during the 1970's. (1970 to 1978: NYS \$4650 to \$8267, an increase of 79.5%; U.S. \$3893 to \$7810, an increase of 100.6%)

Source: Statistical Abstract of the United States, 1978; and New York State Business Fact Book, 1979 Supplement.

2. Per capita contribution for welfare was substantially higher in New York State than in the Sunbelt (\$177 versus \$24).

Source: New York State's Comptroller's Office

3. Energy costs are substantially higher in New York State than the U.S. average:

<u>Dec. 1980</u>	<u>Gasoline/gal.</u>	<u>Natural Gas/100 therms</u>	<u>Electricity/500 kwh</u>
U.S.	\$1.23	\$39.70	\$30.97
N.Y.C.	1.27	61.08	52.07
Buffalo	1.25	42.03	26.56

Source: U.S. News and World Report, February 1981.

4. Living costs* are higher in New York State than the U.S. average:

1979 U.S.	\$20,517
N.Y.C.	\$23,856
Buffalo	\$21,806

*Intermediate budget for a 4-person family.

Source: United States Department of Labor - Bureau of Labor Statistics News Bulletin, May 1980.

5. Per capita State and local revenues as a percent of per capita personal income is higher in New York than the U.S. average (19 percent versus 24 percent).

1976 U.S.	$\frac{\$1193 \text{ per capita S/L revenue}}{\$6340 \text{ per capita personal income}}$	= 19 percent
N.Y.	$\frac{\$1729 \text{ per capita S/L revenue}}{\$6929 \text{ per capita personal income}}$	= 24 percent

Source: Statistical Abstract of the United States, 1978.

From this analysis it is apparent that New York State is faced with obstacles which are quite formidable.

The situation has been further complicated by the level of funding now provided through the Vocational Education Act. In addition, the recent reinterpretation by federal officials of what distribution system would be acceptable for New York State has further aggravated the situation. The following table highlights the problems.

Table IV - Allocation of VEA Funds¹⁾

Agency Type	# Eligible	1980		1981	
		# Funded	Dollar Amounts	# Funded	Dollar Amounts
Secondary Agencies					
BOCES	44	(43)	7,501,677	(44)	9,613,231
NYCBOE	1	(1)	14,602,695	(1)	15,831,700
Yonkers	1	(1)	879,021	(1)	601,234
Syracuse	1	(1)	1,237,625	(1)	475,486
Rochester	1	(1)	1,430,259	(1)	890,395
Buffalo	1	(1)	1,454,789	(1)	996,243
Other LEA's	734	(84)	2,061,043	(80)	2,752,919
Postsecondary Agencies					
CUNY	9	(9)	2,587,810	(8)	2,217,215
SUNY	47	(39)	3,831,893	(39)	5,025,257
Independent 2- & 4-Yr.	58	(7)	320,965	(7)	268,915

1) These VEA funds are those available to individual agencies for program awards and represent only those VEA funds allocated to the State in the fiscal year noted. The FY 1981 allocations shown are incomplete but represent the majority of available funds.

The table first indicates that many Local Education Agencies have not been funded in the State because the level of appropriation has not been adequate. Secondly, the table indicates how the impact of the required changes in distribution between 1980 and 1981 has resulted in major reductions in funding for Yonkers, Syracuse, Rochester and Buffalo.

In considering reauthorization, the Board of Regents has recommended giving the states flexibility in determining how funds will be distributed to alleviate these problems.

This testimony has by necessity been quite extensive. However, since the future of vocational education in New York State and the nation is such a high priority, we believe a thorough review of what is underway in states is required. I thank you for the opportunity to testify before your subcommittee.

I. Overview of Testimony

A. Sections of Document

1. New York State's Vocational Education System
 - a. Governance (Chart I)
 - b. Delivery System (Tables 1 and 2)
 - c. Numbers of Individuals Served (Table 3)
 2. Responding to the Needs of the Economy
 - a. Improving Total System for Vocational Education
 - b. Serving Special Needs of Business, Industry and Labor
 3. Meeting the Needs of Special Populations
 - a. Minorities/Disadvantaged
 - 1) In-school Youth
 - 2) Out-of-School Youth and Adults
 - 3) CETA/TIC's
 - b. Handicapped
 - c. Nontraditional Enrollments
 - d. Civil Rights Guidelines for Vocational Education
 4. Effectiveness of the Vocational Education System
 5. Why a Federal Investment is Required
- B. References to Board of Regents Recommendation for VEA Reauthorization

CHART I

GOVERNANCE STRUCTURE OF THE NEW YORK STATE BOARD OF REGENTS AND THE DELIVERY SYSTEM FOR VOCATIONAL EDUCATION

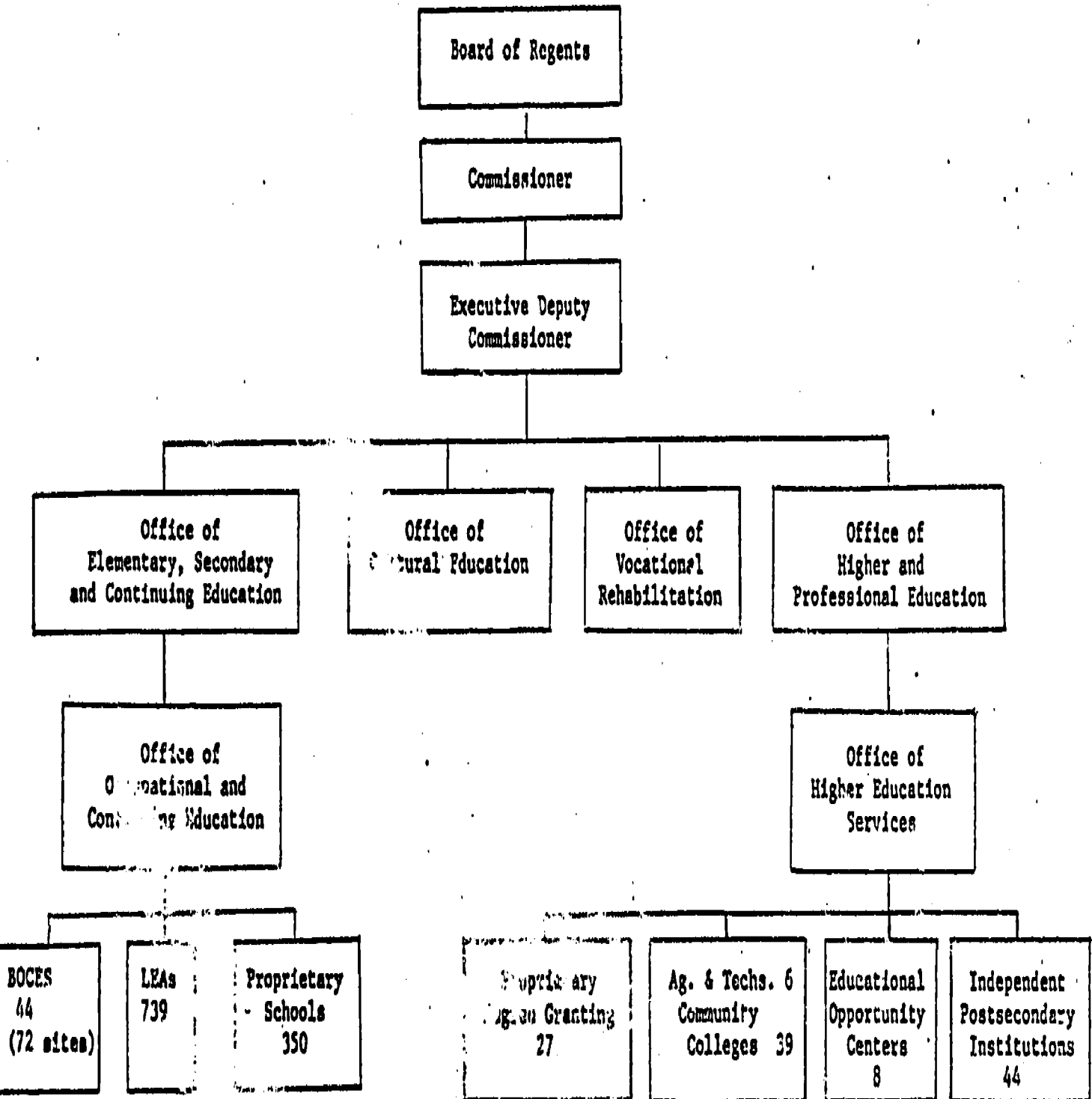


Table 1

Vocational Education Programs Offered by New York State Educational Institutions

Agriculture Education

Prevocational Curriculums
 Agriculture Production
 Agriculture Business (Supplies/
 Services)
 Agriculture Mechanics
 Ornamental Horticulture
 Conservation
 Agricultural Technology
 Agricultural-Related Technology
 Other Agriculture

Distributive Education

Prevocational Curriculums
 Advertising Services
 Apparel and Accessories
 Automotive and Petroleum
 Finance and Credit
 Food Distribution
 General Merchandising, General
 Sales, or Sales-Supporting
 Hardware, Materials, Supplies, and
 Equipment
 Hotel and Lodging
 Insurance
 Real Estate
 Recreation and Tourism
 Transportation and Service
 Other Distributive Education

Health Occupations Education

Prevocational Curriculums
 Dental Assisting
 Dental Hygiene
 Dental Lab Technology
 Medical Lab
 Nursing, Associate Degree
 Nursing, Licensed Practical
 Nurse Assisting (Nurse Aide/
 Orderly)
 Surgical
 Home Health Assisting
 Medical Therapy Assisting
 Radiological Technology (X-Ray)
 Ophthalmic Dispensing
 Environmental Health
 Mental Health
 Inhalation Therapy
 Medical Assisting (Assistant in
 Physician's Office)

Medical Emergency Assisting
 Mortuary Science
 Health-Related Technology
 Health Occupations Education, Other

Home Economics Education (Occupational)

Prevocational Curriculums
 Care and Guidance of Children
 Clothing Management, Production, and
 Services
 Food Management, Production, and
 Services
 Home Furnishings, Equipment, and Services
 Institutional and Home Management, and
 Supporting Services
 Occupational Preparation, Other

Business and Office Education

Prevocational Curriculums
 Bookkeeping and Accounting
 Data Processing, General
 Key punch and Data Entry
 Computer Operation, Maintenance
 Computer Programming/Systems
 Analysis
 General Office-Typing and Clerical
 Information Communications Occupations
 Materials Supporting (transporting, storing,
 recording)
 Stenographic, Secretarial, and Related
 Occupations
 Court Reporting, Convention and
 Conference Reporting
 Supervisory and Administrative
 Management
 Office-Related Technology
 Other Office

Technical Education

Prevocational Curriculums
 Aeronautical Technology
 Architectural Technology
 Automotive Technology
 Chemical Technology
 Civil Technology
 Electrical Technology
 Electronic Technology
 Electro-Mechanical Technology
 Environmental Control Technology

Industrial Technology	Construction and Maintenance Trades-
Instrumentation Technology	Other
Mechanical Technology	Custodial Services
Metallurgical Technology	Drafting
Scientific Data Processing, Com-	Electrical Occupations
puter Technology	Electronics
Other Engineering-Related	Graphic Arts
Technology	Maritime Occupations
Commercial Piloting	Machine Shop/Machine Tool
Oceanographic Technology	Sheet Metal
Other Technical Occupations	Welding and Cutting
	Tool and Die Making
	Metalworking, Other
	Barbering, Barbering Trades
	Cosmetology
	Modeling
	Personal Services, Other
	Plastic Occupations
	Law Enforcement Training, Firearms
	Control
	Social Service Paraprofessionals
	Educational Paraprofessionals
	Public Service Occupations, Other
	Quantity Food Occupations
	Textile Production and Fabrication
	Jewelry Making & Repair, Diamond Setting
	Bartending, Bar Management
	Gaming Trades, Gambling, Dealing
	Dog Grooming, Dog Obedience
	Other Trade, Industrial, and Service
<u>Trade, Industrial, and Service</u>	
<u>Education</u>	
Prevocational Curriculums	
Air Conditioning, Refrigeration	
and Heating	
Appliance Repair	
Automotive Body and Fender	
Automotive-Mechanics	
Other Automotive	
Aviation Operations	
Deep Sea Diving, Scuba	
Commercial Arts Occupations	
Dramatic Arts, Theatre, Dance,	
Music	
Photography Occupations	
Carpentry	
Masonry	
Plumbing and Pipefitting	

Table 2 provides data on enrollments by type of agency. Table 3 provides data on enrollments by program area and agency category. As you can see New York State is providing 745,000 individuals with vocational education in a variety of institutions.

Table 2
Occupational Education Enrollment
New York State 1979-80

<u>Agency Type</u>	<u>Enrollment</u>
BOCES	101,455
LEA	213,093
Big 5	160,541
Public Two-Year College	139,368
Educational Opportunity	
Centers	4,641
Independent Two-Year College	9,497
Proprietary	116,648
TOTAL	745,243

Table 3

1979-80 Occupational Education Enrollment by
Program and Agency Category

	Public Secondary	Public Postsec.	Private Postsec.	Public Adult	Private Adult	TOTAL
Agriculture	10499	3445	543	1478	106	16071
Distributive	20813	14711	2050	3623	14274	55471
Health	12576	21880	1846	5585	7069	48956
Home Economics	5177	4193	1881	936	932	13119
Business and Office	248752	54433	9561	34195	40410	386851
Technical	10207	17003	2306	1149	2660	33325
Trade, Industrial and Service	80267	23534	967	45142	41540	191450
TOTAL	387791	139199	19154	92108	106991	745243

II. Vocational Education and Economy of New York State

A. Changes in New York State Economy

1. Past Emphasis - Manufacturing, Construction, and Mining
2. Future Emphasis - Services, Finance, Communications and Technology

B. Improving the Total Vocational Education System in New York State

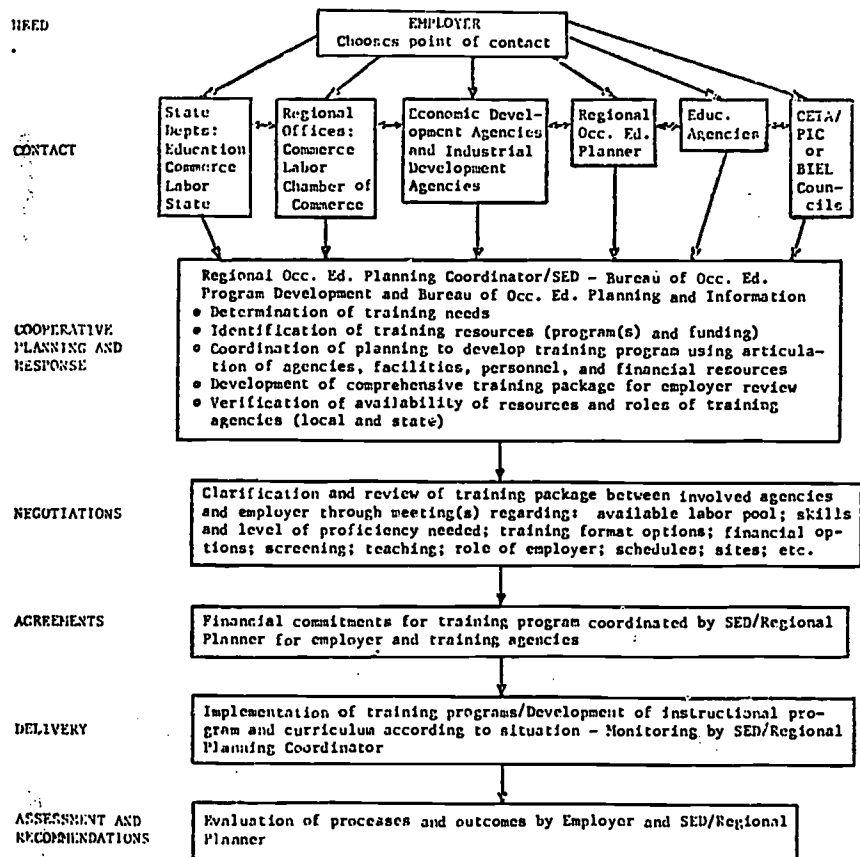
1. Regents Actions to Assure Quality of Overall System
2. Assuring the Relevance of the Vocational Education Curriculum
 - a. Redesign of the Curriculum to Meet Skill Needs of the Future (Futuring)
 - 1) Basic Skills
 - 2) Non-Technical Skills
 - a) Career Awareness
 - b) Work Ethic
 - c) Awareness of Self-Worth
 - d) Business Literacy
 - e) Computer Literacy
 - f) Adaptability to Change
 - g) Interpersonal Relations
 - h) Decision-Making
 - i) Problem-Solving
 - 3) Technical Skills
 - b. Youth Leadership Activities of Student Organizations
 - c. Comprehensive Instructional Management Systems
3. Linkage of Basic Skills Instruction/Remediation with Instruction in Vocational Education
4. Comprehensive Evaluation System for Vocational Education
 - a. Entry
 - b. Guidance
 - c. Instruction

} Self-Assessment Approach Using
Outside Evaluators

- d. Placement
- e. Follow-up
- 5. Individual Vocational Student Record Data Base
- 6. Statewide Occupational Information Coordinating Committee
 - a. Regional Occupational Supply/Demand Data
 - b. Career Information Delivery System
 - c. Regional Brochures for Youth
- C. Meeting the Specialized Training Needs of Employers (See Chart II)

Chart 11
Meeting the Specialized Training Needs of Employers

- 1) Training resources needed in order for an employer to locate in a new area
- 2) Training resources needed to retrain, upgrade, or expand existing work force



New York State Education Department - 1/28/81

III. Meeting the Needs of Special Population Groups

A. Minorities/Disadvantaged

1. Basic Skills/Remediation Linked to Teaching of Vocational Skills
2. Reducing Youth Unemployment and the Number of Secondary School Dropouts

a. Excerpts from Youth Knowledge Development Report

Research on Youth Employment and Employability Development
Youth Perspectives - The Lives Behind the Statistics
 May 1980

U.S. Dept. of Labor, Employment and Training Administration
 Office of Youth Programs

A description and analysis of the lives of 32 young CETA participants based on periodic interviews conducted over a year.

Several dropouts complained that the more interesting employment-related classes at their schools were also reserved for the academically proficient.

I thought school was supposed to prepare you for life. But from what I've seen, you gotta be one of the so-called better students just to get into those classes where they teach you business or job skills and all that stuff. If you're not a good student, you're in these plain classes that are real boring. And I would usually just slide in there.

Given their negative feelings about many of the teachers they've had, one might expect that potential dropouts would want to avoid teacher contact as much as possible. But nearly all of the case study participants who had dropped out of school reported that they would have liked more interaction with their teachers. These participants wished their teachers had been more observant and paid more attention to them and their needs. It was something of a surprise to find that, along with more individual attention and special recognition, some dropouts would have liked more pressure from their high school teachers. The attitude expressed by a ninth grade dropout was not unusual among this group:

I like the teacher to push me a little, be on my back sometimes. I like for people to come out and talk to me...to tell me, you know, "you're smart, you can do something with yourself." I wish I'd have had teachers who come out and told me that I could do it. It would have been no problem doing the work, you know. I could've done it; it's just that I didn't. I like to get individual attention. I think I could work better if it was just me and the teacher. That way I would stop and ask questions, you know.

Among the YP case study group, none of the 20 dropouts left school primarily because of economic need.

About half said they left primarily for school-related reasons. For the other half, personal considerations and family problems were a major factor in the decision to drop out.

b. Pilot Study of Student Attitudes

Occupational students describe their programs as being relevant to their personal goals and thus more motivating than other education programs.

Occupational students feel that the emphasis in occupational education on attaining proficiency, rather than competing for grades, enables them to try out a variety of realistic work tasks and to practice specific work skills. It appears that this history of learning and success produces an environment in which students develop career-related enthusiasm and confidence.

Occupational students believe that their teachers have a personal interest in them and that teachers are willing to answer questions and explain things to them. Occupational students believe longer class periods and smaller class size helps make this possible.

c. Study of Secondary Vocational Education Students

Success in academic education is a good indicator of success in occupational education; 94% of those students with average or above academic grades had average or above average occupational education grades. However, failure in academic education is not a good indicator of failure in occupational education; 60% of those students with below-average academic grades had average or above average occupational education grades.

High achievement test scores are a good indicator of success in occupational education; 92% of those students with average or above average achievement test scores also had average or above average occupational education grades. However, low achievement test scores do not necessarily indicate failure in occupational education; 77% of those students with below

Jewish Vocational Services
 JOY - Job Opportunities for You
 Lawline - Cincinnati Bar Association
 Legal Aide Society
 Lutheran Social Services
 Mental Health Services of North Central Hamilton County
 Ohio Rehabilitation Services Commission - Bureau of Vocational Rehabilitation
 Ohio Valley Goodwill Industries Rehabilitation Center
 Ohio Bureau of Employment Services
 Opportunities Industrialization Center
 Planned Parenthood
 Project Non-trad - Cincinnati Labor Agency for Social Services
 Rehabilitation Center: University of Cincinnati
 Seventh Step Foundation - Ex Offenders
 Star Center - Serving the handicapped - sheltered workshop
 Stepping Stones
 Self Support
 St. Francis - St. George CARE Unit
 Talbert House
 Comprehensive One Stop Offender Aid Program
 241-WORK - Services for the adult offender
 Transition Program
 University Affiliated Cincinnati Center for Developmental Disorders
 University of Cincinnati Career Development and Placement
 University of Cincinnati Placement Rehabilitation
 Urban League
 Veteran's Administration
 Veteran's Hospital (Mental Hygiene Clinic)
 W.I.N. Program

Chairman PERKINS. Thank you.

Mr. GOODLING. First of all, I want to thank Ms. Kolde on behalf of Congressman Ashbrook. Unfortunately Congressman Ashbrook is in a committee meeting right now which requires immediate attention and is unable to be here.

He is a great supporter of vocational education, particularly in Ohio and in your system, also.

Now I would like to introduce our witness.

Glenn has been very active in vocational education for a long time. At the present time, he is the spokesman for Pennsylvania because he is the President of the Vo-Ed Administrators of that State. I know he is very active because he rings my line quite regularly.

So, we are very happy to have Glenn here from Pennsylvania.

STATEMENT OF GLENN MOTTER, DIRECTOR OF VOCATIONAL EDUCATION, HARRISBURG-STEELTON HIGHSPIRE AREA VOCATIONAL TECHNICAL SCHOOL, HARRISBURG, PA.

Mr. MOTTER. Thank you very much.

Mr. Chairman, Congressman Goodling, members of the Elementary, Secondary, Vocational Education Subcommittee, on behalf of the citizens of the Commonwealth of Pennsylvania and myself, I want to express a feeling of deep gratitude to you for taking your time to hear my testimony on why we believe the Vocational Education Act must be reauthorized, plus several changes that will make it more effective at the local level and funding at a level in excess of past years.

First, I would like to briefly review our delivery system within the Commonwealth of Pennsylvania. Our goal is to prepare students, that is persons of all ages, for successful entry level employment.

Vocational education at the secondary and adult level is an integral part of our public school system funded by local, State, and Federal funding. Postsecondary education is conducted at the colleges and universities.

In June of 1980, we had educational institutions, enrollment and placement statistics as follows:¹ Ninety-seven percent of all secondary schools had vocational education programs as part of their curriculum.

In addition, there were 80 area vocational schools, 40 of which were part time, that offered vocational programs only. Forty were full time that offered the full educational program at the secondary level. There were 14 community colleges, 29 colleges and universities, 16 correctional institutions, 7 of which were juvenile, and we had 1 State fire training school.

The enrollment in secondary was 257,341; adult, 94,563; postsecondary, 68,139; a total of 420,043.

Our participation in vocational education has grown from 4 percent in 1963 to 51 percent in 1980.

The placement of students from these programs in secondary, there was a total placement, employed with 57.1; continued education, 22.6; adult education, 84.2 percent; 4.6 continued education; postsecondary, 78.6 percent were employed; 14.9 continued, or we can account for 87.5 percent of the graduates in vocational educa-

¹ Commonwealth Vocational Education Data Service Accountability Report.

tion, the Commonwealth of Pennsylvania being either gainfully employed upon completion or continuing in higher education.

More specifically, the Harrisburg-Steelton-Highspire Vocational Technical School, a part-time school in an urban setting, is a product of 78 years of development. In 1903, the Harrisburg School District developed a number of manual training programs in their public schools. In 1926 two new high schools were dedicated, which included 12 practical arts programs.

The Vocational Education Act of 1963 brought about the cooperative effort of the Harrisburg and the Steelton-Highspire school districts to develop the Harrisburg-Steelton-Highspire vocational-technical school which started in September 1967.

In 1975, we had planned, had gone out for bids for a new facility. This meant a \$4 million increase in taxes at the local level. We had to abandon the concept. We are now in the process of recycling an old building which is 54 years old, one of the two high schools that was dedicated in 1926.

It was designed to accommodate academic programs, and we are remodeling that building into vocational education laboratories. The population of our community is 60 percent minority.

Within our community, we are attempting to deal with a diminishing tax base, and economically depressed economy, and an unemployment rate double that which is reflected in our standard metropolitan statistical area and a 40-percent dropout rate in our secondary schools.

The student population reflects a 65-percent economically disadvantaged youth, 50 percent educationally disadvantaged, 10 percent educationally and/or physically handicapped, 80 percent minority, 8 percent Spanish speaking.

Our vo-tech governing board is the total boards of the two supporting districts. Appointed members of these boards meet on a monthly basis to conduct our regular business, which is referred to as the operating committee.

A general advisory committee of 26 persons with representation from organized labor, business, public service, industry, CETA, past and present students, meet quarterly to advise us on present procedures, new programs, equipment, and employment needs.

We have 22 craft advisory committees that meet with the instructors of each of our programs. Again, the purpose is to advise the instructor and administration on equipment, training and curriculum content. We feel these meetings keep us current on programs which should be phased out or added as well as curriculum content.

Liaison with our community is maintained through our advisory committees and my representative serving on many community-based boards and committees.

For example, from the outset, I have personally served on the program advisory committee of our prime sponsor, on our private industry council of title 7.

I serve on the Tri County Apprenticeship Council Affirmative Action Committee, Chamber of Commerce Education Committee, and Urban League Education Committee. Those are a few among many that we do serve.

Presently we have the 22 secondary programs. One is a long-term adult. There are several short-term adult and one CETA program. The programs are in the areas of business education, distributive education, health occupations, gainful home economics and trade and industrial.

Our secondary enrollment is 825; long-term 75; short-term 50; and CETA 45.

Our placement in secondary education last year was 63 percent employed; 28 percent to higher education, which represents 91 percent; longer term adult, 95 percent, short-term 80 percent. That represents around 87 percent placement. We are in a constant state of change to adapt to program needs as well as needs that are placed upon us.

Equity, title VI and title IX and section 504 have brought about many necessary changes and an awareness that no one should debate. We have been through a Federal office compliance review to find that we do in fact comply, but the dollars being spent are reflected in diminishing services in the educational programs. For example, we are in a process of spending \$100,000 at this time to install an elevator.

Serving disadvantaged and handicapped students has been a way of life for us. We have one program that we have developed and it is federally funded to serve the severely disadvantaged youth. We enroll those who are dropping out or have dropped out of school. The enrollment in the program is 58.

The success of this program is brought about by the change of environment and an opportunity for success which it provides. We are rehabilitating houses in our community with high school students. Last year there were nine seniors who all earned their diplomas and were either full-time employed or continued into higher education.

We tried to provide remedial math and English support for all our students achieving two grades or more below their grade level and all students receive training in employment survival skills as part of their vocational program.

Dealing with young people who are generations deep in receiving public assistance and who are educationally disadvantaged requires more effort than what we are giving now. If we are to instill the work ethic we must provide attitudinal change. Local effort cannot meet these needs.

Again the vast majority of these persons come from economically depressed communities where the least ability exists to provide the resources necessary to overcome their problems. Additional dollars are not the answer. We need more help to provide training that builds healthy attitudes and instills self-esteem and the vehicle for economic independence.

Section 110 B, Disadvantaged: This must be expanded in the number of dollars and changed to a 100-percent funding level if we are to address these problems in a meaningful way. The Vocational Education Act provides for State and/or local matching. This burden is placed entirely on the local agency.

Section 150, subpart 4, addresses those needs at a 100-percent level, but the funds are limited and discretionary, not allocated.

One of the stated purposes of the Vocational Education Act "(1) is to extend, improve and, where necessary, maintain existing programs of vocational education". State and Federal funding have supported the construction of 80 or more new facilities for area vocational schools in our Commonwealth.

The Vocational Education Act Section 191, Renovation, Remodeling, Urban and Rural, ensures funds to be provided to renovate facilities, but there has been no appropriation. As stated earlier, we occupy a 54-year-old facility. We have provided a minimum amount of change. We are caught in the middle with a project half finished and no funds to complete the job. All of our local funds are going into an energy conservation project, and adaptation for the handicapped.

A new heat plant and all new windows are necessary to lower our energy consumption. At this time we consume 4,000 gallons of oil in one 24-hour period so that the energy project is mandated.

The project is costing us \$1,250,000. This is funded through a local bond issue and a grant from the Department of Energy. For us to provide students with an environment that is safe, reasonably comfortable, efficient and in keeping with employment situations, we have a critical need for assistance.

Section 191 should remain a part of the act, be broadened to include renovation and remodeling that is necessary to conduct educational programs in a safe, efficient environment and be funded at a level that would address this problem.

We feel the time has come to lessen the emphasis on expansion and improve the quality of what we have developed in order to carry out the above purpose stated in the act. We have demonstrated our ability to meet our goals at a 75-percent level or above and feel the need now is the application of funds to update facilities and equipment to a level comparable to industry and business sites. The newer programs started since 1963 are rapidly falling behind. My observations are that this is a critical concern in all urban communities throughout our Commonwealth.

Evidence of industrial participation shows that we have their support. We must show good faith and maintain our programs to serve them best or this support will erode. With that erosion goes our service to students.

Time line of funding needs to be advanced by 1 year. At the local level a great deal of quality is lost by our not having signed contracts until the beginning of the school year. We need more time to plan, staff and equip a program. Also, the constraints of required approval each fiscal year erodes our ability to offer programs that best serve the needs of students. A 1-year probationary period with an extension for the duration of the act would be a more realistic approach.

Vocational education and CETA regulations and philosophies conflict on many issues. We should be able to create and maintain a very close relationship, but too frequently a regulation or determination precludes our participation unless we are willing to go beyond public school codes or reasonable practices.

For example, we planned a program to be funded by CETA 6-percent "set aside" funding administered by the Department of Education. This program would have brought 150 to 200 high

school dropouts back to school, give them a saleable skill and an opportunity to earn a diploma. We had the funding assured. The curriculum was developed, but we were unable to obtain a waiver of the training allowance.

Since 65 percent of our students are economically disadvantaged, we therefore cannot pay training allowances to students who drop out. Most students would immediately become disruptive or drop out just in order to receive the allowance. A partial waiver was tendered, which indicates our eligibility, but a full waiver was denied.

Again, we have demonstrated our ability to coordinate with industry and training and place people, but we are frustrated to a point where many vocational educators are assuming a "deal at arm's length" attitude with prime sponsors. Most of our CETA effort is through the 6-percent "set aside" Department of Education funding.

Our operating budget for 1980-81 is \$1,400,000 with double digit inflation and no increase in State subsidies. The local share has grown from 50 percent to 59 percent. Special Federal programs amount to an additional \$250,000, which is 75 percent Federal, 25 percent local. A very small portion of this increase is the design of the local board or administration. For the most part it is in response to or the result of State and Federal actions that have placed a tremendous burden on the local agency in regard to passage of public employees' right to negotiate, and civil rights legislation.

The Vocational Education Act must be reauthorized and broadened to encourage a maintenance of quality that we have proven we can provide.

Vocational education is serving the training needs of our population at all ages and levels of achievement. The Vocational Education Act reauthorization changes and expansion addressed here are vital components to the maintenance of the job we are doing now. With this support we can continue to serve our Nation by providing business and industry with a ready pool of trained persons, standby to meet the manpower training needs in a national emergency and by changing attitudes, making the work ethic more acceptable and increase productivity.

Please keep in mind, we train tax recipients to become taxpayers.

Chairman PERKINS. Thank you very much, Mr. Motter.

STATEMENT OF CARROLL BENNETT, VICE PRESIDENT FOR INSTRUCTION, DES MOINES COMMUNITY COLLEGE, DES MOINES, IOWA

Mr. BENNETT. Mr. Chairman, it is a real honor to appear before your committee to talk about vocational education. I am sure as you sit here developing legislation, and how it is going to impact on us, you probably wonder sometimes if it really is working. Has it had an effect?

I am pleased to tell you at least in the State of Iowa vocational education is healthy, well, and in fact, it has stimulated so much interest that we are having great difficulty keeping up with the demand.

The State of Iowa has a very diverse economy built on agriculture and industry and up until this year has been a very healthy economy, but we too have succumbed to the economic down turns, and we are having some real problems maintaining what we have put together as a vocational delivery system.

We are very proud of what we put together. We are proud that our State continues to match \$7 for every Federal dollar that comes in in vocational education and we are rated right now 17th of the State's per capita expenditures for vocational education.

This morning I would like to tell you a little bit about our delivery system specifically about the comprehensive community college as a delivery system for vocational education, but most importantly the challenges that I see ahead and the problems that we are having in responding to the interest of both students and the business community to provide this sorely needed service.

The State of Iowa is not unique in its delivery system. We have a combination of high school and postsecondary institutions, and to summarize this, I put this on charts for you.

Our secondary system is governed by a sole State agency and this system has or this agency has control both of our postsecondary and secondary vo-ed delivery systems.

We use a comprehensive high school extensively in Iowa for this delivery, and currently there are in all but 61 of our school districts, 380 have some vocational education at the high school level. Sixty-one do not. These tend to be the very small school districts in our State. You will note, too, we have only one technical high school in the State. There is very little done in this area in postsecondary. There are some evening adult programs, but by and large, we rely on our State for the comprehensive community college system to deliver the vocational education.

Now we think this system has a number of advantages. One great advantage is that we do not have any major competition between different delivery systems at the postsecondary level. All postsecondary up through the 2 years is delivered through the comprehensive community college, adult education, vocational education and our arts and science college transfers. It might be interesting to you to note the trends that we have seen in the acceptance of vocational education by our students. This chart summarizes where we were in 1967 as far as a delivery system. You will notice that 72 percent of the students in community colleges in 1967 were in college transfer programs.

Along came the amendment of 1968, some impetus in 1972, and you will notice in the most recent year for which I have statistics that 72 percent has dropped to 22 percent while vocational education has increased from 21 percent to 51 percent of the enrollments in the comprehensive community college.

The adult enrollment is equally impressive, from 6 percent to 27 percent, half of that 27 percent are in supplemental vocational education courses.

So, in effect, the 51 and about 13—nearly 65 percent of that comprehensive community college system is now devoted to vocational education. I submit that is a major change in a short period of time very much in keeping with the intent of what this committee has attempted to do.

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We think our college, Des Moines Community College, is a unique institution. It is unique because it is one of the few community colleges in the country that started out as a vocational school. All of our leadership from the president through my office downtown are vocational education. You do not find that in too many community colleges. Our focus is on vocational education. We have added the college transfer in a manner to support our technical programs and also have responded to needs particularly of groups who cannot get services from our private colleges and universities in the State. But we have maintained our focus on vocational education. We have done this in four major areas.

Our full-time programs, we have 55 of them. We range from a data entry one quarter program up through the technology, nursing, data processing, electronics, tool and die, et cetera. We are working a great deal with supplemental adult education. We are having tremendous industry demand for our services. We are finding that small businesses just do not have anywhere else to get the kind of upgrading they need. And we find in our community—and I think it is typical in the United States that most new jobs in our community come out of small business.

Most of the expansion of the economy is in small business, and frankly, gentlemen, there is no other place for small business to go for training. We are providing a service to that group and they are asking for more. The large businesses, too, look to us for specialized training where they do not have group sizes where they can bring training in. They like to consolidate with other industries. We are doing a great deal in data processing. We could triple our computer enrollments for employed workers if we had the capacities. They just are not there. We developed an intermediate unit, a certificate program. We have a number of adults who do not want to come to school full time because they have to work. They also want more than just one course.

We have put together clusters of courses that give them a definite occupational skill, and these courses all run in the evening. They typically will take them part time a year perhaps a year and a half. We are doing things in a number of technologies that have a very specific focus and this has been very popular.

We are also working with high schools. We have not a large enrollment in high schools in our State, but the nature of Iowa is a number of small schools, few of whom can afford large vocational programs, but combined they can do that. We serve as a vehicle for that.

We feel we have had tremendous impact on our community. Our placement rate continued at 90 percent or above. We are very proud 95 percent of these graduates at least for the first 2 years of their employment stay in Iowa. The average starting salary last year was \$5.09. We are up around \$10 this year in some of our technologies as far as starting salaries. I think \$9.38 was our high last year, but that has improved. We know employers are happy. We follow up with each employer and we are consistently in the 72 to 75 percent range as far as rating our students above average in a number of skills.

Who are our students? We have a cross section of our community.

Women have continued to become a larger part of our enrollment. When our institution started 14 years ago, it was 40 percent female; today, it is nearly 57 percent. Our average age is 23. We are not getting as many students directly out of high school as we did before, but we are seeing tremendous numbers of people who come back to us after being in other institutions for a year or two. I think this is something that is often overlooked that the community college and the vocational education post-secondary system is responding perhaps more to retraining or to reemphasis efforts than ever before because we are finding large numbers of people who go through the traditional education system that frankly do not have marketable skills when they are through. They have to come back to some postsecondary vocational institution to get those skills.

It is a beautiful marriage because with their liberal education and a vocational emphasis, they get into businesses and soar.

I could give you numerous examples of people who are at very high salaries now that have put that combination together.

We have not neglected minorities. Our population in our State is very low in minority population—only about three percent. We are very proud that our institution has more than doubled that in enrollment.

Single students still predominate. About 9 percent of our students are handicapped. There is never enough money for that. We have 500 students in a recent survey between the ages of 18 and 21 who want vocational services right now. We are providing services for a very, very small group there. We just do not have the money to do that.

Our students are on financial aid generally, about half of them. BEOG is extremely important to them. They travel to our campuses an average of about 5 miles a day. Some come as far as 100 miles.

We have no housing on our campus. A high percent work. Eighty-seven percent of our students work while they are in school. Twenty-eight percent of them are working full time. Seventy-eight percent—halftime or more.

We think we have made some real progress in the equity issue.

When we started, we were very sex stereotyped. The women were going into the health and nursing occupations, the men into technical skills. That has shifted considerably. We think we could do more with it. We have made some efforts there.

In the time I have, I have given you a listing of some programs where we feel we have made significant progress. Many of them are high paying, among the high paying programs.

Federal aid is important to us. It gives us a stimulus. It gives our State a rallying point. We are matching 7 to 1, but I thought you might be interested in seeing that 14 percent of our vocational budget now is coming from Federal funds. If that were decreased in any way, it would have devastating effects.

Our State is in the throes of the worst financial crisis in its entire history.

Last year after the budgets were established and people had started spending, programs had to be cut back 4.6 percent. Our

appropriations at the State level next year will be slightly above what it was this year, granting the inflation and increased demand.

Frankly, we are having difficulty at our State level with the pressures there in finding the dollars that we need to do what needs to be done.

Where are our problems, and what should we be doing? Our biggest problem is our upgrading of equipment and people. In vocational education your credibility is only as good as the quality of the graduates you produce, and you have immediate accountability. If that graduate walks in and cannot do the job, your reputation goes. We are out of date in equipment. I have been unable to put any significant dollars into equipment for the last 3 years. You can imagine this in an age when technology is changing so rapidly. The computer area alone could absorb in our institution \$300,000 to \$400,000 a year to keep current. In our electronic technologies and our machine technologies, we just frankly do not have the money.

I am very concerned about what we are doing, because the quality of our programs is slipping. It is slipping in people. At one time 5 years ago, we had the money to send our instructors away every third year for upgrading in the industry. That funding is gone. The people obsolescence, let me assure you, is every bit as devastating as equipment obsolescence, but it is invisible and you cannot tell frequently until it is too late that your people are no longer up to date.

COMPUTER-BASED EDUCATION

We see a major change coming. We know in 1981 we must harness the technology in education to give us the operating efficiencies we are going to need to meet the budgets. We are unable to put that front end money in. We have done master plans. We know exactly what we need to do, but we just do not have the funding. We have to expand services for the handicapped, and we have to add new programs.

I am very proud of a study that was done recently on the appeal of Des Moines, Iowa, as an industrial location. This study was done by the Fantus Corp. What they discovered was this: Our State and particularly our locality has a severe shortage of skilled labor. It makes the area very unappealing to industry because there is not a large group of unemployed. There is not a large group of skilled people. The one bright spot they saw in the whole thing was the ability of the Des Moines Area Community College to provide these skilled labor markets and upgrade, and to a man every employer they visited with had had a satisfactory experience with our institution in this area. We think this is a great endorsement of what we are doing.

We are very frustrated when industries like the Meridith Corp. that publishes Better Homes and Gardens; John Dear, a major manufacturer; Dial Finance, and the Small Loan Business comes to us and says, "We have to have more people. We have to have more computer programmers. We have to find ways to upgrade our people." And we have to say to them, "We don't have the money."

In fact, yesterday morning I completed a series of budget cuts that will result in the elimination of eight strong vocational programs. There is nothing wrong with those programs. We have high

student demand. They are operating efficiently but they are going to have to go next year just because of our funding difficulties.

It seems to me that it is incumbent on this committee to take a leadership role in reestablishing and renewing the faith in economic development in this Nation through people.

One way you can do this is to fund more heavily the vocational education system. The system is there. By every indicator it is successful. I think there is some more things that can be done to combine CETA and vocational education to put that training money where we have established delivery system and I am just hopeful that you will look at that possibility.

I do not know how to close more effectively than to just tell you what this chamber study did because the ultimate test when you come down to it, people can tell you how great you are and how wonderful you are, but will they go on the line for you? That is the question.

Here is what this study recommended and it is quoted right at the end: "Alleviating the financial difficulties of the Des Moines Area Community College should be included among the key objectives of the Des Moines Chamber of Commerce."

They were telling this chamber, you do not realize what a precious asset you have there and if anything happens to it your economic development potential is in trouble in Des Moines, Iowa.

I thank you very much. I had an opportunity 7 years ago to appear before the committee. I reviewed the testimony, and you know then it was promise. Now I think we are in a position where we have gone beyond what we ever expected would happen, and now our frustration is we have all of these needs of students, all of these needs of industry, and we are going the other way. We think this has been a terrific investment.

I thank the committee for the leadership you have provided in setting an example which I think is giving the economy great return.

Thank you, Mr. Chairman.

[The complete statement of Carroll Bennett follows:]

PREPARED STATEMENT OF CARROLL L. BENNETT, VICE PRESIDENT FOR INSTRUCTION,
DES MOINES AREA COMMUNITY COLLEGE, DES MOINES, IOWA

Mr. Chairman and members of the committee, it is a real honor for me to appear before your committee to discuss vocational education. I am certain that each of you frequently wonder if your efforts as a committee in fostering vocational education are having impact at the grass roots level. Let me assure you that in Iowa, and more specifically in Des Moines, vocational education has resulted in dramatic differences in the lives of our citizens.

The State of Iowa has a strong and diverse economy with a mix of agriculture and industry. Until this past year the state had not experienced the extremes of the economic cycle which were apparent in other parts of the nation because of its varied economy.

We are proud of the comprehensive vocational programs in the State of Iowa which were established and expanded with the stimulus of the many federal vocational education initiatives which originated in this committee. Federal monies are combined with state and local funds. Our state is rated as being seventeenth among the fifty states in spending per capita for vocational education. This demonstrates the willingness of state and local agencies to heavily contribute and to share the costs of these programs. In fact, our state and local bodies spent \$7.00 for each federal dollars in fiscal year 1981.

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THE DELIVERY SYSTEM FOR VOCATIONAL EDUCATION IN IOWA

Vocational education in Iowa is administered through a sole state education agency—the Iowa State Department of Public Instruction. This agency is responsible for all secondary, post-secondary and adult vocational programming in the state. At the local level 380 of 441 districts provide one or more vocational programs to students in grades nine through twelve in comprehensive high schools, and one technical high school—Des Moines Tech. In addition to the primary focus on in-school youth some vocational evening courses are conducted for adults.

Post-secondary programs are delivered by 15 merged area schools whose districts encompass the entire state. Thirteen of these institutions are community colleges and include college transfer offerings as well as the vocational and adult education. The remaining two institutions provide vocational and adult education. The advantage of this system is the consolidation of all vocational, adult and two-year college transfer programming in one institutional setting. We believe this is more efficient and cost effective than offering these programs in separate institutions. Full-time vocational programs in 135 occupations are the single largest enrollment category in the merged area school system. These programs provide the education for a significant percentage of the entry level and technical employees for Iowa's labor market. In addition, the vocational programs are a major source of training for employers and employees who seek new or upgraded job skills. Most merged area schools also assist local high schools in conducting vocational programs for their students. This approach has made it feasible to offer a specialized vocational program to several high schools when it would have been uneconomical for the individual school districts.

Enrollment trends clearly indicate that students are seeking vocational and adult education programs in greater numbers as opposed to traditional college transfer programs. The table below summarizes the percentages of student enrollments in each of the instructional areas for selected years. It is apparent that vocational education is attracting an increasing proportion of the student enrollment. In addition, 45 percent of the total adult enrollment are in vocational courses.

ENROLLMENT BY INSTRUCTIONAL CATEGORY IN IOWA MERGED AREA SCHOOLS AND COMMUNITY COLLEGES IN SELECTED YEARS

(In percent)

Instructional area	Fiscal year 1967	Fiscal year 1973	Fiscal year 1979
Vocational education	21.2	48.4	51.0
Arts and sciences	72.2	29.2	22.0
Adult (including supplementary)	6.6	22.4	27.0
Total	100.0	100.0	100.0

During this same period vocational enrollments have increased ten-fold.

A UNIQUE INSTITUTION—DES MOINES AREA COMMUNITY COLLEGE

The Des Moines Area Community College (DMACC) provides an example of the effective delivery of vocational education. DMACC is unusual since it was organized with an emphasis on vocational education. This is in contrast to the typical junior and community college which gave priority to college transfer offerings and later added vocational programming. DMACC was organized fourteen years ago with these primary purposes 1) "to prepare or retrain students for employment and advancement in their chosen occupation through vocational education", and 2) "to provide adult and continuing education programs, including vocational retraining and upgrading, as needs and interests are expressed". Only after the vocational programs were firmly established was a college transfer component added. The primary role of college transfer initially was to provide general education support for technical programs. Vocational education programs at DMACC are offered in four major areas:

1. *Full-time preparatory programs.*—These programs provide educational training for entry into employment or retraining for entry in a new occupation. Instruction is usually given on a full-time basis in programs that are one term (12 weeks) to two years (six quarters to eight quarters). DMACC offers programs in 55 separate occupational areas which range from a 12-week data entry program through two-

year technical programs in electronics, computer programming and associate degree nursing.

2. *Supplemental (skill upgrading) courses.*—These courses focus on upgrading existing work skills or the acquisition of new skills. Courses are scheduled in college facilities, plants and offices in the community. Most students are employed and take the courses on a part-time basis. Many of the instructors are specialists in their field who teach the course on a part-time basis. Courses are offered in hundreds of areas based on the demand for the specialty.

3. *Certificate programs.*—Clusters of supplemental courses or individual courses from full-time programs which focus on the acquisition of a specific phase of an occupation are combined to build certificate programs. These programs are designed for the employed person who wishes to acquire greater proficiency in an occupational area than a single supplemental course can provide. All certificate programs are available on a part-time basis, usually in the evening. Examples of these offerings include computer language specialist and emergency care technician.

4. *High school vocational programs.*—These programs are offered in cooperation with local high schools. Frequently, enrollments are sufficient to justify a specialized vocational program when several schools enroll students. The college administers and staffs these programs. The specific emphasis is based on the needs which are identified by the schools and employers in the cooperating school districts.

The impact of these varied vocational programs in the community has been overwhelming. Consider the effect on the vocational student. A decade ago the majority of our current students would not have been enrolled in any post-secondary educational program. Their earning power and ability to secure employment would have been limited by the lack of specialized education. Likewise, the growth of the Iowa economy would have been impeded by a shortage of these skilled workers.

It is literally impossible to go about normal activities in the Des Moines area without encountering one of our recent vocational education graduates or one of the thousands of people who have taken vocational short courses. Consider the effects of one program—health occupations. If you are ill and go to a medical clinic, you may be greeted by one of the graduates of our medical office assistant program. If your illness requires laboratory work, it will probably be done by one of the graduates of our medical laboratory technician program. Should the laboratory work indicate surgery, one of the members of the operating room team may be one of the graduates of our surgical technician program. Your care in the hospital may be under the supervision of a graduate from our associate degree nursing or licensed practical nursing program. Your bedside care will probably be carried out by one of the graduates of our nurse aid program.

If you require hospitalization as a result of an accident, the chances are good that one of the graduates of our emergency medical technician program will care for you as you are transported by ambulance to the hospital. In the hospital a DMACC respiratory therapist will assist you in inhalation therapy, while your nursing supervision will be carried out by one of the 4,000 registered nurses who took upgrading courses at the college last year.

These illustrations from the health field could be expanded in the areas of business (accounting, data processing, bookkeeping, marketing, hotel and restaurant management), agriculture (agri-business and horticulture, farm equipment), trade and industrial (auto mechanics, diesel mechanics, auto body, auto parts, conditioned air, electronics, job shop machinist, tool and die, machine drafting, printing, telephone technicians, upholstery, welding), office occupations (medical secretary, legal secretary, administrative secretary, correspondence secretary, data entry), human services (criminal justice, health care administration, developmental disabilities, child care), graphics (commercial art, printing), construction (building trades, brick-laying, architectural drafting), and others (dental assistant, dental hygiene, culinary arts).

We are equally proud of the success of graduates in obtaining employment. Over the past decade over 90 percent of vocational program graduates have been employed: 95 percent within our state. Our follow-up studies reveal that 72 percent of the employers rate our graduates as being above average in skills and general effectiveness in their jobs. Last year the starting salaries for our graduates averaged \$5.09 per hour, with some starting as high as \$9.38 per hour. You can see why the influence of vocational education through Des Moines Area Community College has a major impact on our community.

In fourteen years a reputation of excellence has been established by the college. This status was recently affirmed in a study which assessed the desirability of the Des Moines area for industrial growth, conducted by an independent consultant, the

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Fantus Corporation of Chicago. One section of the report summarizes their findings concerning the college and its role in providing skilled labor for the community.

"Des Moines' skilled labor shortage is alleviated to some extent by the availability of excellent training facilities. Post-secondary courses in a wide variety of occupational fields are provided by Des Moines Area Community College. Intensive one to two-year training programs are offered in several industrial trades including electronic maintenance and technology, job shop machinist, tool and die, machine drafting, welding and printing.

"Graduates of these programs have been hired by a number of the manufacturers interviewed by Fantus. These companies have high praise for the quality of the training offered by the community college and its responsiveness to the needs of industry."

THE TYPICAL DMACC STUDENT

Any description of the college would be incomplete without a summary of the characteristics of our students. The summary of qualifications below refer to only full-time students. Some changes would occur if part-time adult evening students were included. Here are some statistics:

Women predominate (56.9 percent versus 43.1 percent for men). The percentage of women enrolled has increased steadily each year since the opening of the college.

The average age is 23.3 with a range of 17 to 77. The average age is one year lower than approximately one year ago. We suspect this reflects a shortage of jobs this past year. Students enrolled in increasing numbers to seek skills in high labor demand occupations.

One-fourth of our students have previously attended another college. We have a number of this group who began and in some instances completed degrees at another school before returning to us for specific vocational skill training.

Goals—Nearly 70 percent of our students (vocational and college transfer) enter with the expectation of acquiring specific occupational skills.

Racial composition—We enroll seven percent minorities. This is slightly higher than the minority percentage of our population.

Marital status—Seventy-two percent are single; 28 percent are married.

Handicapped—Handicapped students constitute nine percent of our total.

Financial aid—Slightly over 50 percent receive financial aid. The basic education opportunity grant (BEOG) is the largest single source of aid.

Average distance travelled—The average student travels 22.7 miles (round trip) to attend the college. Daily commuting distances range up to 100 miles. There is no student housing on the campus.

Employment—Over 81 percent work while attending school, 28 percent on a full-time basis and 75 percent work half-time or more.

WOMEN'S PARTICIPATION IN VOCATIONAL PROGRAMS

DMACC is proud of its accomplishments in expanding opportunities for women in a variety of occupational fields. The very existence of many of these programs has provided the opportunity to enter occupations which were previously closed to women based on their lack of specialized training. We have made a concerted effort to counsel and encourage women to enter occupations which have been traditionally male oriented. Here are some programs in which we have achieved success: A decade ago the enrollments in these program areas were predominately male. Today female students are in the majority.

Accounting specialist; Commercial art; Commercial horticulture; Computer operator; Computer programmer; Printing; Upholstery.

Women have enrolled in increasing numbers in the following programs. Formerly, these were totally male in enrollment.

Agri-business (employment in grain elevators or as commodities brokers);

Architectural drafting (traditional drafting and related building trades);

Banking (tellers, loan officers and operations supervisors);

Health Care Administration (nursing home and extended care facility administrators).

COOPERATION WITH OTHER AGENCIES

It is essential that we cooperate with many groups and agencies to insure that citizens benefit from the services and expertise they provide. In most cases the services are directly or indirectly linked to ultimate employment. Here are some specific examples.

As a result of the federal funding for disadvantaged and handicapped students, the college is able to employ specialized personnel. This service increases the student's ability to be successful in vocational programs and to secure employment.

A Career Development Center is funded predominately by federal vocational funds. This center provides assessment, evaluation and exploration in a variety of occupational fields. The center emphasizes individual counseling and career planning. In addition to a large adult clientele, many of the local high schools refer students to the center.

As a result of this experience, many of these students enter vocational programs.

The college works cooperatively with Job Service of Iowa in the placement and career information services area. Two staff members from Job Services are housed in the college placement area. A terminal which accesses all job listings in the Job Services system is available to all college students. This service has resulted in numerous job placements. It assists the student in gaining a state-wide perspective on employment opportunities.

Veterans Administration—One college employee is funded directly by VA funds. This staff member assists veterans who are students with career planning and advises on eligibility requirements.

Apprenticeship—The college offers several apprenticeship programs in conjunction with the local joint apprenticeship councils. One model program involves employees of a neighboring industry—John Deere. Each week nearly 30 Deere employees who are at various stages in their apprenticeship program attended classes for four hours at the college. A college employee provides instruction and coordination with the company. The industry pays the direct costs of the program.

CETA—Currently the college has a contract from the local prime sponsor for \$304,000 to operate class size training programs. This relationship has existed for the past thirteen years. In addition, a number of CETA sponsored students are enrolled in various vocational programs. A member of the college administrative team serves as a member of the private industries council.

Organized Labor—The relationship with organized labor is active and positive. Currently, one of the members of our Board of Directors is also the Vice President of the Iowa AFL/CIO. He has been of considerable assistance in encouraging the maintenance of positive relationships with labor organizations. Each of the college advisory committees includes a member of organized labor (in those occupational areas where labor is involved). In addition, the college operates a unique labor studies program which provides specialized educational programs for union leadership development. The program was initiated with the encouragement and assistance of labor organizations in Iowa.

Vocational Rehabilitation—A campus office is maintained by Vocational Rehabilitation. A counselor provides counseling and services for vocational rehabilitation clients who are enrolled in programs.

Department of Social Services—The college provides programs for youth in the state correctional institution for girls under contract with the Iowa Department of Social Services.

Relations with the Business Community—From its inception, the college has placed a high priority on the active involvement of the business community. Currently, over 50 program advisory committees have been established. The 500 members of the committees review curriculum, evaluate instruction, promote programs and provide supportive services to their specialized occupational program areas. In addition, the private sector community frequently makes major equipment contributions to specific programs. For example, the independent telephone industry has donated equipment valued at more than \$325,000 during the last two years. Other services include the provision of scholarship funds, scheduling tours of plants and offices, conducting specialized instruction, a ranging opportunities for faculty occupational experiences and assisting with the development of on-the-job learning opportunities for students. Advisory committee members play an active role in the student organizations through their participation as judges of contests. Frequently they finance the trips to national contests for students and instructors.

THE IMPACT OF FEDERAL FUNDING

Federal funds are an important source of funding for vocational programs. A summary of these funds for DMACC in fiscal year 1981 appears below. The major impact is on full-time vocational programs where \$807,162 or 14 percent of the \$5,634,471 budget is supplemented with federal vocational funds.

SUMMARY OF FEDERAL VOCATIONAL AND CETA FUND REVENUES FOR DMACC, FISCAL YEAR 1981

Source of funds	Course function/division			Total
	Vocational education	Adult supplemental	Counseling	
Vocational aid—General.....	\$288,148	\$34,109	\$7,923	\$330,180
Disadvantaged and handicapped.....	139,056			139,056
C.E.T.A.	379,958			379,958
Total	807,162	34,109	7,923	849,194

CONCLUSIONS

I am sure that you have a much better picture of how our community college is responding to the challenges created by increasing interest from our students and labor market demands. This challenge is becoming increasingly frustrating to us as we attempt to respond to increased demands with decreased resources. Coupled with this frustration is the knowledge that there will be greater demands for vocational education in the future. I would like to share concerns with you in greater detail.

During the past 12 months the state funding for vocational education programs at DMACC was reduced by 4.6 percent after the fiscal year had begun and budgets were committed. This unprecedented reduction was ordered by our Governor in August and December after it became apparent that the state treasury revenues would not support the level of appropriations during the fiscal year. We weathered that storm by increasing tuition to make up lost revenue. Nor does the future look brighter for state revenue. During the past two months we have struggled with the decisions for discontinuing some vocational programs since we will have less funds in the coming year than we had this past year. The only outcome can be the elimination of vocational programs. These decisions are difficult because these programs are performing adequately by our criteria for successful operation. The student interest is adequate. Their costs are in line with similar programs in the state. The demand for graduates is high. Yet they must be eliminated because of inadequate state and federal funding. In fact, student interest and labor demand would dictate that program expansion should be occurring. The college has always insisted that the programs be of high quality. The lack of funding has caused program quality to diminish in recent years. In many programs no significant purchases of new equipment have been made for three years. The fiscal 1982 budget includes no equipment purchases. We know that our reputation with industry will suffer if we continue to defer equipment purchases. Until the last four years we were able to point with pride to our "state of the arts" equipment in vocational programs.

Equally frustrating is our inability to respond to requests which we receive from industry for additional graduates in many of the high technology fields—electronics, accounting, data processing, machine trades. We simply do not have the funds to expand in these areas. The economic development of our multi-county area is limited as long as this situation exists. In addition, we are denying many of our citizens the access to jobs as productive workers in an economy which is crying for increased productivity.

Currently, we have long student waiting lists in 11 of our 55 occupational areas. In some programs students will have to wait up to two years before being admitted. Each of these occupations has a strong labor demand and a relatively high salary level.

Our excellent faculty is also experiencing the effects of occupational obsolescence. During the past two years it has been necessary for us to slash staff development funds which would have provided opportunities for them to receive technical updating in their occupational fields. This obsolescence is every bit as devastating as equipment obsolescence although it is not as visible. No employer can have confidence in the abilities of a student who graduates from a program where it is obvious that the instructor was unfamiliar with the current practices in that occupation.

Next month I will be attempting to develop an expanded program of services to the handicapped who seek enrollment in our vocational programs. We have identified nearly 500 students in our area who are between the ages of 18 and 21 with these characteristics. This is an expensive venture since it requires extensive supportive services for both the student and the instructor in each program area. There is no obvious source for funding this initiative. I am frustrated when I think of the

sense of dignity which is being denied these people—a dignity which would come from being gainfully and meaningfully employed.

Finally, I am convinced that our institution must make a substantial investment in educational technology if we are to remain effective and efficient in the delivery of instruction in the 1980's. We have developed a master plan for implementing the increased use of the computer in our instructional programs as a result of a cooperative effort with a faculty/administrative task force. There is no funding for the project although we know that it is a wise investment which will be cost effective. Included in these recommendations are suggestions for including various courses in computer technology in each of our 65 vocational programs. We know that our graduates are encountering these applications when they enter these occupations. Yet, we do not have the funds or staff to provide this enhancement of our curriculum.

We are looking to the federal government to provide a catalyst which will continue to stimulate state and local investment in vocational education. This has been the traditional role for the federal government. Specifically, I hope that you will consider—

Improving the quality of existing programs;

Encouraging the expansion of new programs where labor and student demand justifies it;

Increasing the opportunity for access to all programs by youth and adults;

Assisting us in responding to the needs of groups who are now under-represented in vocational programs—low income, minorities, women, citizens in rural areas;

Helping us hold down tuition costs. (We have been forced to pass most of our increased costs along to students.)

SUMMARY

Please know that this committee is not alone in your concerns about the adequacy of vocational education in the country. Public officials at all levels share your frustration about their general ability to adequately fund a program which is obviously working. At the same time, they are looking to the federal government to provide the leadership in this area.

In closing I can think of no more appropriate words than those of the industrial consultant who was employed by the Des Moines Chamber of Commerce. He advised the Chamber on the importance of vocational education at DMACC in these words: "Alleviating the financial difficulties of Des Moines Area Community College should be included among the key objectives of the Chamber's legislative action program.

"Any further attempts by the state government to impose budget cuts on DMACC should be vigorously opposed. Additional funding is needed to enable the college to meet the demand for industrial trades training in the Des Moines area. The college should be in a position to accept all qualified applicants to its existing trades programs without a lengthy waiting period and to establish new training courses in other important industrial skills.

"The Chamber of Commerce should take the lead in an effort to secure increased state aid for DMACC."

We are confident that the Chamber will follow through with this recommendation. With their help and your leadership we will continue to provide the basis for the massive economic development which is sorely needed in our nation. At the same time we will upgrade the economic welfare of our citizens and our communities.

Thank you for the opportunity to express my ideas and to present these recommendations to you.

Chairman PERKINS. Mr. Bennett, thank you. It is nice to have you back again after 7 years as a demonstration that Government cannot only be the problem, as we recently have heard, but it can also be the solution.

We appreciate your coming back with this success story after 7 years.

It is my understanding that the final witness we had scheduled, Mr. Benjamin Dickerson, was unable to be with us. Mr. Dickerson is not in the room, is he?

[No response.]

Chairman PERKINS. I want to thank the panel for focusing very well on what was the goal of today's hearings—to demonstrate the

many different types of vocational institutions which are called area vocational schools.

I want to lead off with two questions, the answers to which some of you have already addressed, but I would like to have them one place in the hearing record to help make our point more clearly.

Could each of you briefly describe which level of education, secondary, postsecondary, or adult that your institution offers and could you also describe very briefly for me how they are governed? Is it by separate, locally-elected board or by the local school district or directly from the State?

Let me call on each of you in the order that you testified, if you would give us a brief answer on this.

First, Dr. Freeborne.

Dr. FREEBORNE. Of course, I represent the whole State. We have a pretty good mix. We have local school districts that are governed. They are under the aegis of the board of regents, but have local school boards. That is one category.

The board of cooperative education services is another category. They serve really for the purpose of working with the local school districts. They have a representative board from the local schools that they represent.

The community colleges, there are really two categories there, or three categories really, private schools which are independent, under again the supervisory responsibility of the board of regents. All these agencies are. You have the community colleges upstate which are governed by the State university system, again under the regents, trustees at the county level, agricultural and technical institutes, six of those are State institutions governed by the board of trustees of the State university. You have the city university system which has a similar type of government structure.

In addition to that, we both in terms of degree-granting institutions, and less than degree, we have proprietary schools to the tune of 370 institutions that are profitmaking organizations and supervised and regulated by the department.

Chairman PERKINS. Thank you.

Dr. CAPDEVILLE. Mr. Chairman, the Helena Vocational Technical Center is governed at the State level by the chief State school officer being the elected position, the State superintendent of public construction and with the coordination at the local secondary school board. The programs that we provide are adult vocational education and postsecondary only.

Chairman PERKINS. Ms. Kolde.

Ms. KOLDE. The Great Oaks system provides education for secondary and for adult training.

In Ohio we are governed by the State superintendent for public instruction, the State board of education and locally by a 33-member board made up of our participating school districts.

Chairman PERKINS. Can you describe for me the levels of education that you provide?

Ms. KOLDE. Secondary and adult.

Chairman PERKINS. Secondary and adult.

Ms. KOLDE. Yes, sir.

Chairman PERKINS. Mr. Motter.

Mr. MOTTER. Yes. In the Commonwealth of Pennsylvania, sir, our government is the secretary of education, the cabinet level position. Then the local autonomy school board, and the Harrisburg-Steelton-Highspire School that I represent is secondary adult education governed by the local school boards that participate in our school.

Chairman PERKINS. Thank you.

Mr. Bennett.

Mr. BENNETT. Yes. We are governed by a local elected board of nine members. It is apportioned on a population basis within our district. Almost our entire focus, with the exception of about 2 percent of our budget, is on vocational adult postsecondary education.

Chairman PERKINS. Thank you.

My second question is similar to my first. You have all addressed it, but again I would like to have it at one convenient point in the record.

Would each of you in turn tell this committee what percentage of your budget is Federal funds and describe for us if you can briefly what you anticipate would be the effect of a 20- or 25-percent cutback in those Federal funds?

Dr. FREEBORNE. The overall average figure in New York State would be 7 percent. It would vary by institution. Some of the upstate cities have gone as high as 32 percent in terms of their percentage, their reliance on Federal funds as an example.

The impact of a cut, 20 to 25 percent, would start off by having a major impact on many of the adult programs that are offered throughout the State, both for disadvantaged and for other individuals. It would also have tremendous impact on the related instruction that we almost completely support as it relates to the apprenticeship programs. Equipment both for new programs and for existing programs would be devastated.

One example, we just completed a study in one region of the State, and they identified an unmet need in terms of equipment of \$5 million. That is one of the more rural sections of our State.

I do not have a comparable figure for New York City. I know it is astronomical, but it gives you a feel for the problem there.

Another area that would be affected was the work both in curriculum development that I explained in my testimony and in keeping individuals up to date. Meeting the needs of short-term training from business and industry would be adversely affected.

I am due to meet in 2 weeks in terms of putting a machinist program, as an example, in the northern part of our State, a very rural section of the State. Canadian firms are interested in coming over the border if we can implement that program.

The 20- or 25-percent cut would just take that out of the realm of possibility.

I could go on and on, but certainly services for the disadvantaged in New York City where we offer programs after school so the students can have the option of going after school and working during the day, even secondary students, would be tremendously affected.

Placement services, assessment services for the handicapped, many of the equity types of activities that I mentioned in the testimony would also be adversely affected.

Chairman PERKINS. Dr. Capdeville.

Dr. CAPDEVILLE. Mr. Chairman, for fiscal year 1980, approximately 19 percent of the budget of Helena Vocational Technical Center was Federal dollars, and in fiscal year 1981, it is 17 percent.

If we were to lose 20 percent of our Federal dollars coming into the Helena Vocational Technical Center, we would lose approximately \$40,000 to \$45,000, which would mean cutting one major program. The effects it would have over the overall institution of course would be the quality factors that I addressed earlier that we need to look at in terms of expansion, added equipment, things that we are not being able to do now. It would be further reduced by a cut.

Our basic education program which we get many students coming into the vocational technical center, their basic skills are low. If we had to set priorities, these are the kinds of things that would first have to go.

Also, we have many students on a waiting list. This would further complicate that problem, because we could not serve as many. Such programs as some of the work shops that we have done in terms of for the displaced homemakers, trying to work with agencies and recruiting for the disadvantaged and what have you, would be affected.

I could go on further, but I think that gives you an idea.

Chairman PERKINS. Let me interject a separate question to you at this point. Does that 17 percent of Federal funds include student aid?

Dr. CAPDEVILLE. No, it does not. That is just program dollars.

Chairman PERKINS. Thank you.

Ms. Kolde.

Ms. KOLDE. Mr. Chairman, the Great Oaks District receives 12.5 percent Federal dollars as the percentage of their budget. If we would receive the cut in Ohio, that would mean \$7.3 million that would be lost to our State and vocational education. As far as how that would affect us, the very first thing that would have to go would be the adult training which puts the disadvantaged, the unemployed, and the underemployed without a means of receiving training, which is in direct conflict with the economic stability of the Nation in getting these people off of unemployment and filling the jobs, the vacant job that exists at the present time.

Chairman PERKINS. Thank you.

Mr. MOTTER. Mr. Chairman, 14 percent of our local budget is Federal dollars. A 20- or 25-percent cut would mean that we would be in dire straits in attempts to disadvantaged youth in the special programs that we are providing to meet their needs, such as the remedial English, math, this type of thing, as well as the special vocational programs that we are providing to bring back the drop-out student and to make them employable to give them the skills, this type of service would be diminished considerably to nothing.

Chairman PERKINS. Thank you. Mr. Bennett.

Mr. BENNETT. Fourteen percent of our vocational education budgets are coming from Federal funds. A cut of that magnitude would eliminate either two to three vocational programs. It would eliminate approximately 100 sections of specialized adult upgrading courses. One of the first cuts we would take would be in the

specialized services areas, and it would probably be in an area like our career development center that focuses on the developmental needs of the disadvantaged, people who have been out of school for sometime.

Such a cut would also be devastating in the example it would set I think with our State and local authorities.

Chairman PERKINS. My thanks to each of you in response to that question.

I heard phrases such as "adversely affected, devastating, reduced quality, the first thing to go is adult training for the disadvantaged and handicapped, dire straits in special remedial programs, devastating in its example to the local funding agencies."

Mr. Goodling.

Mr. GOODLING. Thank you, Mr. Chairman.

I have a few observations and a couple of questions.

I suppose my first observation would be one of a realist, a practical person.

After the President's recent speech, one of my colleagues was interviewed who represents a district close to mine and he made the very, very courageous statement that he would prefer the taxes to be strictly for the tax reductions for the \$12,000 to \$40,000 bracket. That is tremendously courageous because 80 to 90 percent of his constituents, I am sure, fell into that category.

I would just point out that you have talked about inflation and what it is doing to it, and you have talked about the downturn in the economy, and I think that that trillion dollar debt that we are facing may be a prime factor in the inflationary spiral and in the decline in productivity and a few other things.

With that in mind, it seems to me we have to find some way to get labor and business more actively involved in what you are doing, particularly I think in the equipment and training area.

You know for the first time they are finding themselves not able to get the kind of people they need, not only because we have a declining birth rate and they are just not coming, but also they are not trained for the higher technology that is now available, so it seems to me some areas work very well in that area and others don't.

It seems to me we are going to have to do more in relationship to the private sector and maybe that means tax credits and so from the Federal level to get them more deeply involved in what you are doing. But when I think of equipment, by the time we go through the process of legislation and then appropriations and then getting down through the States, et cetera, by the time you bid it, it probably has become outdated equipment and you are ready for an update of that equipment.

I think somehow or other we don't know if we can write that in or whether Ways and Means would have to write that in, but there has to be, I think, more incentive to get them more involved because it is going to be their survival, labor and industry both.

Dr. Freeborne, on page 17, you talk about local school budgets defeated and constitutional tax limits. I realize that is a problem all over. Is there a drive on, for instance, in New York State to do something about those two issues? The alternative is perhaps the Federal Government could do it and then the local people would

not get involved because they would not have any say except at election time.

Dr. FREEBORNE. Certainly on the constitutional tax limits there has been an attempt on the part of the legislature to get the voting public to change. That just has not been successful.

In terms of the local budgets, I think we are taking a hard look. I will be reporting to the regents in a couple of months on the whole question of efficient use of resources. I think we are getting down to that point where we have got to do more than we have in the past in that regard.

I think there is always a problem in terms of selling the value of vocational education to the voting population. Everybody wants their children to go to a 4-year college. That still is with us. I think that makes it difficult in terms of those of us involved with vocational education.

Clearly I think all of us have indicated that we are moving toward a much closer working relationship with business and industry to the point where we cannot even respond to them. The more support that we get from them, both in terms of State and local and in terms of Federal dollars, I think the situation will improve, but there is no magic answer in this.

Mr. GOODLING. They have the opportunity to disapprove of it.

Dr. FREEBORNE. That is right. In most cases budgets are voted on. The exceptions would be in the major cities. Different agencies control the funding for all these agencies.

Mr. GOODLING. Dr. Capdeville, I think what you really want to say is that you want categorical funding with block grant flexibility.

Dr. CAPDEVILLE. Yes.

Mr. GOODLING. I caught that message when I saw the block grants first of all on your paper. I was going to jump on that and then after you explained it, I realized what you were actually saying.

Let me just ask one question of perhaps all of you. In the case of Ms. Kolde, she was mentioning how great it was with CETA, and we have not had that kind of relationship in Pennsylvania and many other people who have testified here have had their problems.

I have in front of me the February 23 Education Daily, American Educators Independent daily newspaper, and where it does not quote the chairman, it does make an observation about CETA education ties. I wanted to get your reaction.

It says:

Only superficial improvements have been made in linking education and job training programs, and there is little reason to expect more success in the future, says a recent education department report. Tight school budget, local pressure to a provided educational experiment, the administrative instability plaguing many schools, political wrangling between schools and city government, all arguing against effective coordination of employment and education programs.

And then another significant line, they say that Congress should completely rethink its current coordination strategy as there are few incentives for real improvement under the system.

Ms. Kolde, you were the only one I think that gave a glowing report. Most have been lukewarm and some have indicated it has been a real problem because of the different philosophies.

In our youth program last year we tried to force all agencies to work together. I do not know if you want to react to this study. It is gospel from Dr. Huffstetter. She has come and gone so fast that I had forgotten who she was.

Ms. KOLDE. In response, Mr. Goodling, we have been fortunate to have a very cooperative relationship with the non-CETA agencies that we work with in our district.

Mr. GOODLING. It has not happened throughout a lot of the country. Why is that?

Ms. KOLDE. No. 1, we have put forth a great deal of effort to create that relationship. We feel as a district that we are there to serve our community, and I tried to indicate in my testimony how we work with many of the community agencies within the area, feel that if CETA is there, they are a part of the community. They are serving a part of the community that we also need to serve, and in order to do the best that we can, we have to do it cooperatively.

Mr. GOODLING. Glenn, would you expand on the problem that we have had?

Mr. MOTTER. Well, the problems, some of the problems that we have had, have been that I think CETA goals, objectives, are basically the same as ours. But there is a turf problem that brings about interpretation of regulations that in many occasions precludes our participation.

Mr. GOODLING. The proposal I was specifically concerned about, the proposal to retrain, would probably explain it.

Mr. MOTTER. In that particular situation I did mention it in my testimony in which we had made application for funding, and funding was to have been provided by the department of education, the Governor's 6-percent set-aside. The curriculum materials were developed. Teachers had been in service. Students were identified and the program was ready to go. There are six areas in CETA regulations which provide for a waiver of training allowance, which we had made application for.

The training allowance would have been totally destructive to our regular day school program, because we were going to bring the students in in a second shift from 2:30 to 9 p.m. The training allowance would in fact have paid those students \$60 to \$90 a week allowance to attend school after having dropped out. Over 60 percent of our students are eligible for CETA. Over 60 percent of our students are just economically disadvantaged, so therefore had we been agreeable to pay a training allowance, it would be reasonable to think that a great number of our students would immediately become disruptive or deliberately drop out of regular day school in order to be assigned to the 2:30 to 9 o'clock shift and get \$60 to \$90 a week training allowance.

We found this unacceptable, although we did in fact fully meet the requirement of four of the six reasons why a waiver can be issued. A partial waiver was issued from \$3.35 an hour down to \$2 an hour.

To this date, we do not have the program. We are sitting ready. We are prepared to start the program.

Mr. GOODLING. It was disapproved at the Philadelphia level.

Mr. MOTTER. That is correct.

Mr. GOODLING. Just one last question: Ms. Kolde, when you were talking about curriculum, I am assuming that there are exceptions, or perhaps Ohio does not have the same kind, but I assume there must be some exceptions. You said the only academic subject in the 11th grade is English and the only one in the 12th grade is American Government.

In Pennsylvania I think we still have to offer health and physical education and science and math and other subjects of this nature. You do not have to do that?

Ms. KOLDE. Our students, when they come to us in the 11th grade, have already fulfilled those requirements at their home school. So the only two requirements left for graduates are the English and the American Government plus the credits they get for the vocational training.

Mr. GOODLING. We could not possibly do that. So you must have different problems.

Thank you.

Chairman PERKINS. Mr. Kildee, do you have questions?

Mr. KILDEE. Thank you, Mr. Chairman.

You mentioned the effect on your programs of the proposed 20-percent reduction in vocational education. Those of you who operate postsecondary programs of course depend to a certain extent on student aid. As you know, this will be cut also under the Stockman-Reagan proposals.

Could you comment, those of you who spoke, and I do include postsecondary, about the effect on your programs of that loss of student aid?

Mr. BENNETT. Mr. Kildee, it is very difficult to estimate, because we are not sure what that all means at this point. We have the double problem in our institution because we have not been able to generate the State and Federal funds to maintain the levels of expenditures we need.

During the year, this year, we increased our tuition, during the year, not at the front of the year, and this is going to be about a 22-percent increase that is going to hit the student. We know it is counterproductive after some point. Added to that problem, of course, if the Federal assistance programs drop, the student that is going to be the hardest hit with that is the student who can least afford it and so that student will be faced with increased tuition and decreased assistance from the Federal Government. I cannot predict the effects of it. I think they will be substantial with the student groups that we are working with.

Mr. KILDEE. Would anybody else care to comment on that?

Dr. FREEBORNE. We do have staff analyzing that presently. I do not have that before me, but I can, I think, indicate in a general sense that certainly the private schools that offer occupational education will be the most adversely affected, given their tuition rates and lack of State and local dollars basic support.

Certainly there are going to be many, many instances where our community colleges, as well as the agriculture and technical institutions, where students, many students, that rely on the loan program, will be severely adversely affected as well. But it is pretty hard to predict without really going through our financial files and

making some assumptions. Having that data before us really would be necessary to really give you a precise answer.

Chairman PERKINS. Dr. Capdeville.

Dr. CAPDEVILLE. We also do not have any figures as to what the impact would be at this point in time. I would say somewhat less at the area vocational schools in Montana at this time, because our tuition is only \$80 per quarter in Montana, however, that is going to increase significantly after this legislative session of the State legislature.

It definitely will have some impact. Over 50 percent of our student body is obtaining financial assistance.

Mr. KILDEE. If you can get, as time goes on, some of the effect of that, it would be very helpful both to this committee and certainly to the other committees who will be making decisions on this.

In my own city, Flint, Mich., we have the highest unemployment in the country. We reached 25.9 in July and are down to around 15.6 percent now. Whenever a city experiences high unemployment, its educational institutions really increase their enrollment because people return to school to acquire additional skills.

I can foresee a real problem. These people who are returning are unemployed. A 20-percent cut in funding for education programs and a reduction in the student aids, will place the postsecondary institution, but more importantly the students, in a double squeeze.

In the document sent to the Congress by Messrs. Stockman and Reagan, they say, and I am quoting:

The proposed 20 percent reduction in budget authority will have a negligible effect on vocational educational enrollment since State and local expenditures far outweigh Federal appropriations. In recent years, participation in vocational education programs has continued to increase even though there has been virtually no increase in Federal appropriations.

Do you see some cuts in this document that should not have been put in or some things with which you disagree, or, was an effort made by OMB or the White House, to get some input from vocational educators before this sentence was written? Would you care to comment?

Mr. BENNETT. Yes, Mr. Kildee. I think that is comparing things that happened at quite a different time. There is no question that during the last 10 years the contribution of local and State governments as compared to Federal Government has increased markedly. Part of that reason is the Federal share has been nowhere near the inflationary increase and that the States and localities had funds I think up until these last 2 years.

What we are seeing now is a program at the State level and the finances at the State level just in shambles in many of our States.

I have read about your problems in Michigan and what has happened at Michigan State and some of your institutions. We have not seen that in Iowa, but when our Governor has to cut our budgets after the year is established across the board 4 percent, that is unheard of. What I am saying is the ability of most State governments, I don't think, is there to pick up that 20 percent. I don't know where it would come from. I know already what our Governor has proposed for our budgets next year, and it is essentially level or slightly less than what we had at the start of this year.

To lose that Federal money on top of that is just going to result in a lot of reductions. I don't see the replacement ability at the State levels right now.

Chairman PERKINS. Anyone else care to comment?

Dr. CAPDEVILLE. In Montana one of the things we have just gone through with this current State legislature is in talking about--last week when I testified on my budget for the Helena Vocational Technical Center, I mentioned this possible cut in Federal funding and the State legislature, the Subcommittee for Budgeting, has basically taken the posture that if you lose Federal dollars for vocational education coming into these centers in Montana, you are going to have to make cuts because they are not going to pick up the difference. They have had to increase our budgets just due to inflationary costs, and they are also looking at cuts at the State and we are also having a tremendous problem in Montana with the vocational technical centers at the local level. They are being forced to make cuts.

So, I am positive that the States are not going to be willing to pick it up.

Dr. FREEBORNE. I would like to switch it around a little bit. Generally we have been for 4 or 5 years in the situation that was described by Carroll. Certainly we were not questioned as to this statement.

I think the important thing, the more I have gotten involved with occupational education which has been over the last 3 years in this present job, is that it is clear to me that if we are serious in this State or in our State or in the country in terms of developing the human resources to go along with new equipment and increasing productivity, that we have got a major retraining job, and we have really got to address that. I think that is a Federal role.

Certainly the States have to play a role in that, but we cannot avoid that problem much longer. I go around the State and talk with 10 or 15 people, different employers in our area and the machinists. I go into another area.

A major employer in the northern section of our State again has made basically the decision they are going to have to completely, to stay alive for 400 employees, redo their whole processing. That is going to mean retraining.

If we don't have the resources to help them out, and they are not that big, they are going to go down. Unemployment is going to go up in that community and everything that follows from that.

I guess my point is that either we are serious about economic development and the human resource element of this total program or we are not.

Ms. KOLBE. Ohio has suffered considerably in the past year. As I indicated in my testimony, the Federal dollars are the impetus for vocational education. Without those dollars, we will suffer. The State has already passed cutbacks for vocational education as well as all education, and I don't believe that the local taxpayers will continue to pick up more and more of the difference in those dollars.

I think there is a point where that has to stop also and so, therefore, without those Federal dollars, I think we will suffer considerably both from the State and local levels.

Mr. MOTTER. Mr. Kildee, in the Commonwealth of Pennsylvania, the picture has been ever increasing participation on the part of the local level budgetwise. The State level subsidies have not kept abreast of inflation. If we are now contemplating further cuts, we look at the State support which is federally funded, that will be eroded from me, taken from me at the local level. Leadership that is designed to provide services to the targeted groups of persons of which I am under mandate to serve, that will be diminished considerably or perhaps taken away at the local level.

Mr. KILDEE. You all appear to be saying that you have three sources of dollars for these programs that are being threatened. That is clearly in the case of Michigan.

I served on the Appropriations Committee in the Michigan Legislature during that winter of discontent when we had to cut back the education budget after it had already been passed. That is a horrible task. The Appropriations Committee becomes a little legislature, a job that none of us coveted. Here it is happening again, I think twice since the budget was passed.

So, you are suffering local loss of dollars because of the condition of the economy in certain States. This proposed 20-percent Federal funding cut coupled with cuts in student aid amounts to a triple play for educators.

Most of the mail that I get indicates that programs sent over by Messrs. Stockman and Reagan should not be questioned. What I am hearing from you, is that we as a Congress with constitutional responsibilities should look at what has been presented to us and make our separate judgments about whether this is truly for the good of the Republic.

I intend to carry out my constitutional responsibility. I have seen no President in the history of this Republic yet who climbed Mount Sinai to bring tablets to us.

Thank you, Mr. Chairman.

Chairman PERKINS. Mr. Craig, first let me welcome you to the subcommittee. We are delighted to have you here.

Go ahead with any questions you may have.

Mr. Craig is from Idaho.

Mr. CRAIG. Thank you very much. That distinction of being from Idaho or Iowa is oftentimes mistaken. I know where Des Moines is, but I have never been there.

Thank you, Mr. Chairman. I do have a general statement and a couple of questions.

First of all, I appreciate the testimony and the detail of some of the testimony that we have had before us.

Let me say, though, that it appears that you are coming to this committee, as many groups are now coming to the Congress, with an attitude that my program is all sacred and don't cut mine, but somewhere else will have to be cut. I suspect that my background and experience would say that if there is any program that has real value, it is vocational education.

My participation at the State level over the years has been one of a championing of vocational education. Interestingly enough, I find in my home State and in the region pretty much so, that State government has tended to be very responsive in the area of increas-

ing their funding to vocational education, even recognizing the financial environment that they are now under.

I would ask of you people, before a couple of specific questions, is that you be a little more creative in your thought, in light of potential cuts, as to how we might continue to maintain the programs that are so vital, especially in areas of high unemployment for retraining purposes, and for relocating people in new jobs with new experience.

I am wondering, when we look at not only society as a whole as the beneficiary of all your effort, but the very business and industries that you are addressing yourselves to, and you have talked about computer training and all of that, if we might now turn the vehicle around, whether it be tax credit or something else, so we could address the one single problem that many of you have all addressed it seems, and that is, the availability of new equipment.

I find it very difficult, especially in the area where it would seem most appropriate for State and Federal dollars to continually work to update the equipment, when it is in such an evolutionary, ongoing change. And then, if we might not provide a vehicle by which private industry could participate directly on an ongoing basis, and work to keep updated with you that kind of equipment that you use in the tools of training.

I think that you know we have to look at some of those kinds of efforts if we are, in fact, to get this in hand.

A couple of specific questions or one in particular, I found very interesting of Mr. Motter. On page 7 of your testimony, next to the last paragraph you talk about some conflict going on. You say it is a result of State and Federal actions that have placed tremendous burden on the local agency in regard to passage of public employee right to negotiate and civil rights legislation.

Can you clarify for me what you are talking about.

Mr. MOTTER. In effect, Mr. Craig, we are mandated to serve the handicapped. We are also caught up in the State regulation which provides public employees right to negotiate which means a sizeable increase in instructional cost and salaries each year, which we really at the local level do not have a great deal of control over.

As far as civil rights legislation, I think prior in my testimony I addressed an attitude on our part that we do in fact attempt to serve those persons.

We are attempting in good faith to do a job, but all the while doing this, there are most certain fiscal considerations that must be dealt with; for example, a \$100,000 elevator in our building and this type of thing, plus the remedial services, aids, classroom aides to paraplegics, for example. We are talking about an added cost there of approximately \$15,000 or \$18,000 a year, for possibly one student if that student was handicapped, one person, it is necessary to serve that student's needs.

Mr. CRAIG. Mr. Motter, are you telling me that you feel you could continue to serve these particular groups and were serving these groups prior to this kind of legislation and/or rule or regulation?

Mr. MOTTER. I am saying that this legislation is what supports us in our providing the services necessary for these people. Yes, we were serving disadvantaged youth prior to the civil rights legisla-

tion certainly, as well as minority groups, and primarily the disadvantaged are what is the fiscal consideration.

Mr. CRAIG. Mr. Chairman, members of the panel, a general question that seemingly all of you have attempted to skirt, and it may well be because of the general lack of information on it now, and I suspect that it has a direct relationship that you might have with your major State entity, whether it be a State board of education or State vocational board.

In the discussion that is now current in the Reagan administration, discussion that I actively support the concept of block granting, would any of you care to respond as to your thoughts on that and how it may or may not assist you in your vocational programs?

Dr. FREEBORNE. I will take a direct stab at it. I think the position that I would hold and I know our board of regents hold, is that Vocational Education Act should be a separate one because of its importance in terms of the economy, and the recommendations that they have already approved are being printed and will be distributed to you shortly.

They have a direct recommendation that there be four major parts with increased flexibility within the new law, one dealing with the economic needs of the State, another a targeting type of proposal similar to the youth unemployment approach for the disadvantaged, another section dealing with program improvement, in service education, curriculum revision, et cetera, and a fourth dealing with equity. So clearly, the State of New York is on record supporting that.

I would add that the proposal that is presently part of the package which includes adult education, which I also have responsibility for, given our organization structure, clearly means that, in that it is combined with ESEA title I, handicapped-bilingual, clearly will mean in New York State that all of the adult learning centers that we now have in place, and there are roughly 100 agencies at the 100 local school districts, given the competing priorities and the emphasis and the problems on secondary students, will be completely wiped out, given that proposal.

I mention that because it is one that really disturbs me personally, given the kind of things that we are finding when we deal with the CETA prime sponsor in New York City, when they say that 85 percent of the people who come through their doors really need that kind of high school equivalency program, AB, and life skills training, before we can even work with them. Many of the vocational education programs are trying to build that in, but it is a related issue.

Mr. CRAIG. So you are saying, that within the act itself, you feel block granting would provide you certain kinds of flexibility.

Dr. FREEBORNE. We are definitely arguing for a categorical vocational education piece of legislation, and with maybe some prescription in terms of focus within, and I have indicated four subparts as an example on what we are proposing. I think we need flexibility within that in terms of the factors that we use within State and what percentage we give to those different types of programs.

Certainly the disadvantaged problem in New York State is far different than it would be in many of the rural States, I am sure. Probably if we had that kind of flexibility, we would give substan-

tial weight to the disadvantaged program. We had some tough tradeoffs between that title and the economic one because we are caught. We have needs in both areas, but I would suspect that we would give more priority to it than other States that do not have that particular problem. Certainly they do not have it in New York City like we do.

Mr. BENNETT. Mr. Craig, may I pick up on a point I would like to pursue with you on your equipment issue earlier?

I speak to this as a representative of an institution that has done some work in this area. You may note it in the testimony that we have a large program with the independent telephone industry. We have, I think, some 50 or 60 independent companies in addition to the Bell System in our State.

This group has adopted our institution as its training component and during the last 2 years we have received \$325,000 in equipment donations from this one group.

Now I say that because I want to point out the pitfalls in going that route with all groups. First, the ability of some groups to provide equipment is very limited. What, for example, do you do in the health occupation areas? It is inconceivable to me that the hospitals, for example, are going to be contributing the kinds of specialized equipment you need in some areas.

A second major problem that I see is with the smaller groups. You have some industrial groups or some occupational groups that serve predominantly small industries and it is very difficult for them to donate equipment. They just do not have the ability to do that.

I think a third problem is that you tend to have a real political problem when you get into this because if a tax credit is there, there is a tendency for an industry to maximize their profits to try to give you something that they no longer want, that you don't want either, and that is a real problem, because every day in our printing program, probably twice a year, I get requests for outdated presses, things that we are going to discard in terms of upgrading to offset. They want to take a tax writeoff on it, and you say, "No, if it isn't good enough for you, we don't want it either." I think you have that state of the art problem all of the time in that sort of system. The data that we have would not show that the State and locals have been able to pick up on the equipment replacement problem. We were in good shape in the seventies because there was enough Federal money to equip, even if you go back to 1963 and 1968. Much of the equipment you find now in many settings came out of that Federal thrust.

To the best of my knowledge, we have not had a thrust like that for updating since that time. I submit we are going to keep working on that. We see some things we are going to do, and we are working now with a group on the computer problem, but I don't think it is a cure-all for the range of programing we have. It will always be a part. We need to do more with it, but I don't think it is an answer to keep the thing at the state of the art. I just don't think it is there.

Mr. CRAIG. Mr. Bennett, I don't believe I addressed it as a cure-all, and I understand the areas that you discussed, some of them being unrealistic to approach business or industry on. What I am

generally saying is that it would appear that in given areas, with my experience in vocational education, that there would be enough potential offset in some to allow fund shifts to others.

Mr. BENNETT. I wouldn't disagree with that. I think we have some experience, say, in very specific areas. It will work as a partial solution. I would agree with you. As a partial solution, it needs to be explored.

Mr. CRAIG. Thank you very much.

Chairman PERKINS. Thank you, Mr. Craig.

First, let me state that I am delighted that all you witnesses put in an appearance today.

I had the Farm Bureau from my home State, some 50 members who wanted to talk to me. They were cutting the budgets. Of course, cutting the budget is a great thing. I want to cut, too, but I do not want to cut in programs like vocational education. I think it is a great program.

Mr. Jennings here told me that all of you stated that it would be devastating if we went along with the proposal to cut back 20 percent.

I am delighted that you were all here today, and let me promise you my cooperation to write the best bill possible, but we have got our work cut out for us.

I thank all of you very much.

[Whereupon, at 12 p.m., the subcommittee recessed, to reconvene at 9:30 a.m., Thursday, February 26, 1981.]

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