

DOCUMENT RESUME

ED 212 757

CE 030 265

**AUTHOR** Prager, Audrey; And Others  
**TITLE** Education and Work Councils: Four Case Studies.  
**INSTITUTION** Abt Associates, Inc., Cambridge, Mass.  
**SPONS AGENCY** National Inst. of Education (ED), Washington, D.C.  
**PUB DATE** Feb 81  
**CONTRACT** 400-78-0032  
**NOTE** 134p.; For a related document see ED 195 689.

**EDRS PRICE**  
**DESCRIPTORS**

MF01/PC06 Plus Postage.  
 \*Agency Cooperation; Case Studies; Community Cooperation; Community Programs; \*Coordination; Economic Development; \*Educational Cooperation; \*Education Work Relationship; Federal Legislation; \*Program Development; \*Program Effectiveness; Program Implementation; School Community Relationship; School Districts

**IDENTIFIERS**

Comprehensive Employment and Training Act; \*Education and Work Councils; Education to Work Council of Philadelphia; Mid Michigan Community Action Council; Private Sector; Santa Barbara Community Career Development Council; Work Education Council; Southeastern Michigan

**ABSTRACT**

This collection of four case studies represents the conclusion of a two-phase study of a federal program to sponsor education and work councils. Following an outline of the history and concept of education and work councils as well as the findings of a study of such councils, the importance of council collaboration with selected sectors is discussed. A case study of the Education to Work Council of Philadelphia (EWC) is presented as an example of cooperating with Comprehensive Employment and Training Act (CETA) agencies. Described in terms of a program facilitating local economic development is the Mid-Michigan Community Action Council (MMCAC). The Work/Education Council of Southeastern Michigan (WECSM) is examined with special attention to its practice of inter-council collaboration and strategies for organizational development. Provided as a model for involving the private sector in public programs and policies is a case study of the Santa Barbara Community Career Development Council (CCDC). The issue of overcoming obstacles of collaboration is also addressed. (A related overview of findings and recommendations regarding the education and work council program is available separately--see note.) (MN)

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# Education and Work Councils:

## FOUR CASE STUDIES

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AAI No. 81-24

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February, 1981

## PREFACE

This report represents the conclusion of a two-phase study of a federal program to sponsor education and work councils. Local councils are composed of representatives from business, labor, and other sectors. Their goal is to improve local youth transition from school to work through collaborative efforts on the part of all local sectors and institutions that are concerned with and have the resources to devote to the youth transition problem.

Most of the information presented in this case study volume was collected during week-long, two-person visits to four (4) local communities which have active education and work councils whose collaborative achievements distinguished them from other education and work councils. This information was collected in May, 1980. Three of the four sites had previously been visited as part of our first phase study effort.

This report complements two other reports submitted in December, 1979 and March, 1980. These reports presented our overall findings and recommendations regarding the education and work council program. This volume presents four in-depth case studies which complement the overview of findings and recommendations presented in our earlier reports.

## ACKNOWLEDGEMENTS

Several individuals' contributions to this volume must be acknowledged. Co-authors Russell Williams, Peter Finn, Judith Goldberg, and Marcia Cohen assisted in the conduct of field visits and the preparation of case study chapters. Russell Williams also provided invaluable editorial assistance, and Andree Powell was responsible for the volume's production. Greg Wenzel designed the cover graphic, which was used for our Phase I report as well.

The case studies themselves underwent substantial development. Early drafts were reviewed for accuracy by past and present council executive directors and some council members. Their patience and assistance was critical in helping us insure that these chapters would outline the development of collaboration in an accurate, fair, and readable manner. Subsequent drafts of the entire volume were carefully reviewed by Judith Goldberg and two consultants who serve on our advisory panel, Eleanor Farrar and Jim Stanton. The feedback of these individuals offered an essential perspective for drawing conclusions and lessons from the case studies. Thanks are also owed to Robert DeBernardis of the U.S. Department of Labor and Richard Ungerer of the National Institute for Work and Learning, in their role as advisory panel members, for contributing suggestions for the study's Phase II design and for reviewing this volume. If this document is as useful to local councils as our previous documents appear to have been to their respective audiences, then we will also all owe a debt to David Goodwin and the National Institute of Education for their continuing support of this 2 1/2 year study.

Finally, great thanks are owed to the council staff and members, and to the representatives of other local organizations that work with education and work councils, for the time they gave in on-site interviews and in responses to numerous follow-up phone calls. In Philadelphia, these organizations included the Education to Work Council of Philadelphia, the Philadelphia School District Division of Career Education, the Philadelphia Office of Employment and Training, the Youth Employment Committee, the Summer Youth Employment Subcommittee, the Private Industry Council Operating Committee, the Advisory Council on Career Education, the Youth Services Coordinating Office, numerous community-based organizations, and the Philadelphia Industrial Development Corporation. In Mid-Michigan, these organizations included the Mid-Michigan Community Action Council, the Greater Gratiot Development, Inc., the County Commissioner's office, the Gratiot-Isabella Intermediate School District and the Career Education Planning District Council, the Eight CAP Agency, the Mt. Pleasant Skills Center, local public schools, the Alma Chamber of Commerce, the Grand Rapids Area Employment and Training Consortium, the GRAETC Planning Council, and the GRAETC Private Industry Council. Thanks are owed as well to the following organizations in Wayne County, Michigan: the Work-Education Council of Southeastern Michigan, the Livonia Public Schools, the Livonia CETA prime sponsor, the Livonia Chamber of Commerce, the Wayne County Office of Manpower, the Wayne County Private Industry Council, the Michigan State Departments of Labor

and Education and the local Interagency Collaborative Body sponsored by these departments, and the Wayne County Economic Development Corporation. In Santa Barbara, thanks are owed especially to the Santa Barbara Community Career Development Council, the Santa Barbara National Alliance of Business, the Santa Barbara Chamber of Commerce, the Santa Barbara County Schools, and the Santa Barbara CETA prime sponsor.

Audrey G. Prager, Project Director  
March, 1981

## TABLE OF CONTENTS

	<u>Page</u>
1.0 INTRODUCTION.....	1
1.1 History and Concept of Education and Work Councils.....	1
1.2 Abt Associates Inc. Study of Education and Work Councils: Phase I Findings.....	3
2.0 THE IMPORTANCE OF COUNCIL COLLABORATION WITH SELECTED SECTORS.....	9
2.1 The Comprehensive Employment and Training Act (CETA) Sector.....	9
2.2 Economic Development Organizations.....	14
2.3 The Private Sector.....	18
2.4 Other Local Councils.....	22
3.0 WORKING WITH CETA: A CASE STUDY OF THE EDUCATION TO WORK COUNCIL OF PHILADELPHIA (EWC).....	25
3.1 Overview.....	25
3.2 Economic and Political Conditions in Philadelphia.....	26
3.3 The CETA Organization in Philadelphia.....	30
3.4 Origins of the EWC-CETA Collaboration.....	31
3.5 Consolidating the EWC-CETA Relationship.....	33
3.6 Collaboration in Full Bloom.....	37
3.7 Results of the EWC-CETA Relationship.....	43
4.0 FACILITATING LOCAL ECONOMIC DEVELOPMENT: A CASE STUDY OF THE MID-MICHIGAN COMMUNITY ACTION COUNCIL (MMCAC).....	45
4.1 Council History.....	45
4.2 The Economy of Gratiot County.....	47
4.3 The County and Youth Transition.....	48
4.4 Collaboration for Economic Development: The Need and MMCAC's Response.....	49
4.5 MMCAC's Role in The Establishment of a County-Wide Economic Development Organization.....	52
4.6 Community in Crisis: A Test of County-Wide Collaboration.....	54
4.7 A Summary of MMCAC's Economic Development Efforts.....	57

TABLE OF CONTENTS (continued)

	<u>Page</u>
5.0 INTER-COUNCIL COLLABORATION AND THE STRATEGY OF ORGANIZATIONAL DEVELOPMENT: A CASE STUDY OF THE WORK/EDUCATION COUNCIL OF SOUTHEASTERN MICHIGAN (WECSM).....	59
5.1 Community and Council Background.....	59
5.2 Early Council Activities.....	61
5.3 The Implementation of the Michigan Occupational Information System (MOIS): A Turning Point in WECSM's History.....	63
5.4 Working with the PIC and the ICB: A New Phase in the Council's Development.....	68
5.5 The Private Industry Council, the Interagency Collaborative Board, and WECSM.....	74
6.0 INVOLVING THE PRIVATE SECTOR IN PUBLIC POLICIES AND PROGRAMS: A CASE STUDY OF THE SANTA BARBARA COMMUNITY CAREER DEVELOPMENT COUNCIL (CCDC).....	77
6.1 The Council's Chosen Direction.....	78
6.2 The Santa Barbara Environment.....	79
6.3 The Council's Private Sector Mode of Operations.....	81
6.4 The Council's Style: Select Limited Goals and Carry Them Out Fully.....	83
6.5 The Private Sector Involvement Project and Its Employer-Based Counseling Program.....	85
6.6 Summary of the CCDC's Approach and Its Results.....	91
7.0 OVERCOMING OBSTACLES OF COLLABORATION.....	93
7.1 Collaboration with CETA.....	94
7.2 Collaboration with Economic Development Organizations....	102
7.3 Collaboration with the Private Sector.....	105
7.4 Collaboration with Other Local Councils.....	107
7.5 Policy Implications.....	110



## APPENDICES

### APPENDIX A:

#### A DESCRIPTIVE SUMMARY OF FOUR EDUCATION AND WORK COUNCILS:

The Philadelphia Education to Work Council (EWC)

The Mid-Michigan Community Action Council (MMCAC))

The Work/Education Council of Southeastern Michigan (WECSM)

The Santa Barbara Community Career Development Council (CCDC)

### APPENDIX B:

#### STEPS IN IMPLEMENTING COUNCIL COLLABORATION WITH PUBLIC SECTORS (Schools, CETA, Public Economic Development Groups)

## 1.0 INTRODUCTION

The purpose of this report is to document the experiences of four education and work councils which have facilitated collaboration with a particular institution or sector at the local level on behalf of improved youth transition. The report presents and analyzes the collaborative relationships of four councils, using one council each to explore in depth relationships with CETA, economic development organizations, the private sector, and other community councils.

### 1.1 History and Concept of Education and Work Councils

The councils that are discussed in this report were part of the Work-Education Consortium project, initiated by the U.S. Department of Labor (DOL) and the National Manpower Institute in 1976. This project consisted of 32 local education and work councils and three non-profit, private "intermediary" organizations, the National Manpower Institute (NMI),<sup>1</sup> the American Association of Community and Junior Colleges (AACJC), and the National Alliance of Business (NAB).

As the developer of the education and work council concept, NMI was the first organization involved in the project. In March, 1976, DOL gave NMI a contract to identify communities that demonstrated some degree of collaboration among the various sectors that are responsible for youth's transition from school to work, or which have a stake in the quality of that transition. NMI canvassed 300 communities, visited 50, and in April, 1977, selected 21 for participation in the Consortium project. Through their networks, AACJC and NAB founded 11 other education and work councils in community colleges and NAB "metro" offices throughout the country. All councils received \$25,000-50,000 seed money funding for their first year, and similar sums for their next two years of operations.

As outlined in The Boundless Resource, the book which introduced the education and work council concept and was the basic source of written guidelines for education and work council staff and members,

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<sup>1</sup>The National Manpower Institute changed its name in 1980 to the National Institute for Work and Learning.

the council was to be "a new institution that would take the transition from youth to adulthood, from education to work, as its particular responsibility."<sup>2</sup> Council functions were to include "both the rendering of services directly to youth and the 'brokering' of functions of established institutions--particularly schools, employing enterprises, labor unions, employment agencies, and families."<sup>3</sup> Council representation was to include all these institutions and target groups, in an attempt to foster "collaborative processes" at the local level and to bring about change via this collaboration.

The education and work council concept had two notable features--local determination and local independence of any one institution. The feature of local determination derived from previous experience with federally designed programs, and reflected the shift, in the early 70s, to revenue sharing and local decision-making in a number of spheres of federal activity, including education and employment programming. There was no federal design for councils. Their agendas were to be locally determined by their members. The federal sponsors insisted only that councils foster collaborative processes at the local level among those sectors concerned with youth transition. The second feature of councils was their status as independent, decision-making bodies. Unlike other local councils, such as CETA planning councils or advisory councils on vocational education which advise particular institutions or programs, education and work councils were designed to operate as independent community organizations which could influence not one but many public and private institutions to improve local transition services. Education and work councils were not to be beholden to any one institution for staff support or funding; they were to conduct their own activities with their own staff, and ultimately, their own financial resources.

<sup>2</sup> Willard Wirtz and the National Manpower Institute, The Boundless Resource: A Prospectus for an Education/Work Policy, Part I: Youth, Chapter 4, "New Means" (Washington, D.C.: The New Republic Book Company, 1975), p.66.

<sup>3</sup> Ibid, p.65.

The education and work council was not conceived to serve youth exclusively, although growing concern over youth unemployment in 1976 caused the U.S. Department of Labor, under President Ford, to urge that the first demonstration of education and work councils focus on youth transition problems.

The Boundless Resource established the broad framework for the education and work council concept, but it left numerous questions about the concept's operationalization unanswered. What precisely was meant by 'collaboration?' How was it different from other forms of cooperation that are relatively commonplace, such as cooperation between schools and businesses in arranging plant tours or career days for students? What factors could be expected to enhance or thwart collaboration at the local level? What role would be played by the motivations of the actors involved, their relationships to the institutions they represent, and the economic and political environments in which these individuals and institutions are nested? As an institution with its own funds and staff, and a desire to survive, what role would the education and work council itself play? The case studies in this volume are intended to reveal the dimensions of the answers to these questions.

#### 1.2 Abt Associates Inc. Study of Education and Work Councils: Phase I Findings

In July, 1978, the National Institute of Education (NIE), under an agreement with the U.S. Department of Labor, contracted with Abt Associates Inc. to conduct a two-phase study of the councils in the Work-Education Consortium project. The purpose of the study was to analyze council development, determine whether collaboration is possible, and describe the outcomes of council activities, including institutional change and impact upon youth. The first phase of study, which included week-long site visits to 12 education and work councils, focused on developing a broad base of information concerning councils' early development.\*

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\*Two reports detail the findings of AAI's first phase of research. One report, entitled "Education and Work Councils: Progress and Problems," was intended to provide a broad base of information for individuals involved in establishing councils at the local level. A shorter paper,

The first phase of study captured education and work councils at age 18 months to two years, drawing the following descriptive picture of local councils:

"Goal statements most consistently focus on youth [transition services.] Local education and work councils employ one to three staff persons, although councils sponsored by local parent organizations and councils that existed prior to the Consortium project may have larger staffs. The executive director is the key staff person, and he or she usually has a background in the educational sector. Council membership includes representation from education, business, labor and government. Education and business members are most active...The chairperson typically comes from business...Members meet at least quarterly and usually monthly, and most councils have executive committees and task groups that meet more frequently than the whole council. Decision-making styles include both centralized and decentralized models...Voting is usually conducted openly and informally, by consensus."<sup>4</sup>

"[Initially,] staff members conduct community needs assessments, develop resource handbooks for use by local youth service deliverers, or arrange conferences that bring youth or local representatives of youth-serving agencies together with representatives of local employment establishments. Council members give their time in council meetings, as speakers at conferences or as organizers of other council members."<sup>5</sup>

entitled "Policy Implications of the Preliminary Findings of the Study of Education and Work Councils," was submitted in December, 1979 to assist federal officials and law-makers in their deliberations over the role that education and work councils could play in the youth employment legislation being developed at that time. Inquiries concerning the availability of these reports may be made to the NIE or Abt Associates Inc.

<sup>4</sup> Education and Work Councils: Progress and Problems, A. Prager et al, revised edition, March, 1980, p.9.

<sup>5</sup> Policy Implications of the Preliminary Findings of the Study of Education and Work Councils, J. Goldberg and A. Prager, revised edition, December, 1979, p.3.

"In the next stage of council development, councils begin to engage in activities that involve cooperation and a modest level of participation from other council members and individuals outside the council... [For example,] council members discuss careers with groups of students or participate in student shadowing experiences. They help convene career guidance institutes for local teachers and guidance counselors."<sup>6</sup>

We then noted some patterns in the goal development process, the participation of members, and other factors in the development of local education and work councils:

"Establishing goals and objectives is difficult and time-consuming and sometimes frustrates the business representatives of councils who are eager to get on with specific activities. Councils have difficulty maintaining the representation of youth, and parents and representatives of labor are infrequently active in either the formation or operations of education and work councils. Moreover, most councils have faced some opposition from existing community programs and institutions, although councils' success in generating additional funding has helped to give them more time to establish themselves as community institutions."

"[Programmatic] activities represent the first concrete, substantive steps towards council legitimization in the community. They are an opportunity for council members to experience first-hand what the local needs are, and they are an opportunity for specific individuals in community institutions to experience the council and its capabilities first-hand... Most councils have [found that] needs assessment and public awareness activities are abstract exercises if they are not soon accompanied by... more [programmatic] activities."<sup>8</sup>

As a result of the first phase of study, we recommended that councils establish better linkages with existing community councils and youth programs and agencies; improve leadership ability to relate to individuals and institutions with widely varying interests, needs and

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<sup>6</sup>Op. Cit., Education and Work Councils: Progress and Problems, p.49.

<sup>7</sup>Op. Cit., Education and Work Councils: Progress and Problems, pp.9-10.

<sup>8</sup>Op. Cit., Education and Work Councils: Progress and Problems, p.49.

styles of operations; involve broader and more active council membership, particularly from parents and groups representing organized labor or other working people; and conduct more long-term strategic planning in order to create needed change in local institutions and impacts upon local youth. We also suggested that councils attract funding from a wider variety of public and private sources in order to secure their position as independent, decision-making bodies.

The first phase of study also revealed findings--concerning the process of collaboration, the achievement of institutional change, and the achievement of impact upon youth--which helped shape the second, and final phase of study. Briefly, the study found that the process of collaboration had begun in most sites, but that institutional change was not a focal point (explicitly or implicitly) of council endeavors. There was cooperation between council members from different sectors on joint activities, but these activities infrequently engaged substantial involvement of the institutions represented by council members. Council members did not often see themselves as representatives of institutions with a council mission to bring about change within or between those institutions. The study also found that the majority of council activities were not directed at youth but at youth service deliverers. Moreover, activities directed at youth involved primarily in-school youth, and focused mainly on career education. Other types of youth transition services (vocational education, basic skills development, job placement) and specific youth target groups (dropouts, pregnant teenagers, unemployed youth), although a concern of federal policy makers at the time, were not major council foci. As a result of these findings, the second phase of study focused on the process of collaboration that was unfolding at selected sites, rather than the measurement of the achievement of goals that may have been part of an unwritten, or evolving agenda at the federal level, but which were not evident at the level of local education and work councils.

The council subject areas selected for study in Phase II and presented in this report concern the successful involvement of councils with other organizations. This is especially important to understanding the work of councils and the challenges faced by councils because.

in many cases, there is no natural incentive for an institution or sector to join forces with the council; the council has had to develop that incentive. The case studies contained in this report illustrate how education and work councils benefit from working with CETA, local economic development organizations, the private sector, and other community councils. Where feasible, we attempt to link the councils' activities to changes in local institutions and in the lives of local youth.

Chapter 2.0 of this volume discusses the nature of collaboration found in Phase I, the federal, legislative context that has encouraged collaboration among sectors and institutions and the forms of collaboration that were exemplified by the four education and work councils chosen for study in Phase II and presentation in this report. Chapters 3.0 through 6.0 provide four case studies of council efforts to effect collaborative processes with local institutions. A final chapter, 7.0, discusses the factors that encouraged and inhibited collaboration between education and work councils and the CETA, economic development, private, and other local council sectors, and summarizes, for local policy makers and practitioners, the policy implications of council collaboration. Appendix A provides a descriptive summary of the organization and activities of each of the four education and work councils whose history of collaborative involvement with a particular sector is documented in the body of the report. Appendix B provides a flowchart of steps that can be used by local councils in implementing collaboration with public sectors such as CETA, schools, and local economic development groups.



## 2.0 THE IMPORTANCE OF COUNCIL COLLABORATION WITH SELECTED SECTORS

According to Paul Barton, a senior associate of the National Manpower Institute, collaboration means "...the participation of the representatives of the important institutions and sectors of the community that have the responsibility, resources, and influence to deal with the whole of the transition to regular adult employment...A collaborative process...is identified by:

"being an organized activity with an agreed-upon policy for its conduct;

the participation of representatives of education, business, labor, parents, the voluntary and service organization sector, the public, students... or at least a sufficient number of the above to provide the expectation of significant achievement;

an involvement in the improvement of the transition arrangements rather than the rest of the group being "advisory" to any one of the represented institutions or sectors; [and]

the development of, or working on the development of, an agenda of substantive actions, a prioritizing of the items on the agenda, and planning toward actually carrying out the agenda."

Barton went on to explain that collaborative processes would engender both cooperation and conflict, as individuals and institutions recognized their mutual interests but still sought to advance their self-interests.

Certain forms of collaboration are of special interest to policy makers and practitioners. Four of these forms of collaboration--with CETA, economic development organizations, the private sector, and other local councils--are the subjects of case studies in this volume. This chapter highlights the importance of each of these forms of council collaboration.

### 2.1 The Comprehensive Employment and Training Act (CETA) Sector

One of the most important possibilities for collaboration is that with local CETA prime sponsors and state CETA agencies. These public agencies offer a potential funding source for council operations

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<sup>1</sup>Paul Barton, "Community Councils and the Transitions Between Education and Work," NIE Papers in Education and Work: Number 9, Industry/Education Community Councils, December, 1977, p.11.

as well as a system of local employment and training service delivery that education and work councils can influence. This system of local employment and training services was developed largely through three pieces of federal comprehensive employment and training legislation, summarized here in Figure 1.1.

In its first phase, our study of education and work councils showed that council relationships to CETA were limited. Education and work councils saw CETA primarily as a means of obtaining funding (under the Public Service Employment title) for council staff, much as CETA is viewed by many teachers solely as their source of teacher aides. Some education and work council boards included CETA representatives, but they were not very active. A major reason may be that the councils tended to focus their attention on all youth, while CETA officials are concerned primarily with the disadvantaged. Other disincentives to active council membership by the CETA organization or joint conduct of youth projects by the council and CETA may have been the poor image of CETA retained by private sector representatives on the council, or the conservative, anti-federal bent of some communities and their councils' membership.

A major spark to the development of CETA-education and work council relationships was rekindled each year as the councils' funding from NMI ran out, and uncertainty over continued NMI funding was high. By April, 1979, the start of most councils' third year, many had begun to seek local CETA funds to support their continued existence.

Over the past four years, federal legislative developments regarding youth have expanded the resources, mechanisms, and incentives available to interested individuals and organizations to influence CETA spending and program plans. The Youth Employment and Demonstration Projects Act of 1977 (YEDPA), while increasing CETA resources for youth transition services by 60 percent, attempted to encourage the participation of local youth-oriented institutions in CETA. The new legislation encouraged interaction between prime sponsors and local education agencies, and called for the establishment of local youth councils with broad-based membership to make recommendations for the planning and review of YEDPA programs.

Figure 7.1  
COMPREHENSIVE EMPLOYMENT AND TRAINING LEGISLATION

Comprehensive Employment and Training Act of 1973 (CETA)<sup>1</sup>

The purpose of this legislation was "to provide job training and employment opportunities for economically disadvantaged, unemployed, and underemployed persons, and to assure that training and other services lead to maximum employment opportunities and enhance self-sufficiency by establishing a flexible and decentralized system of Federal, State, and local programs." The Act included five major titles: I. Comprehensive Manpower Services - established prime sponsorships, outlined the wide range of services to be provided by the prime sponsor, and established prime sponsor planning councils to submit recommendations on program plans to the prime sponsor, to monitor and evaluate existing programs, and to provide for continuing analyses of needs for employment, training, and related services in the area; II. Public Employment Programs - allocated funds and stipulated conditions for receipt of funding for programs designed to provide unemployed and underemployed persons with transitional employment in jobs providing needed public services in areas of substantial unemployment, and wherever feasible, related services to facilitate transition to unsubsidized employment; III. Special Federal Responsibilities - authorized additional manpower services as provided in Title I and II to special population segments, including youth, offenders, persons of limited English-speaking ability, older workers, etc., as well as special allocations for programs for Indians and migrant or seasonal workers; IV. Job Corps - maintained Job Corps, consisting of residential and non-residential Centers in which low-income, disadvantaged men and women aged 14-21 participate in intensive programs of education, vocational training, work experience, counseling, and other activities, as a categorical program operated by the federal government; V. National Commission for Manpower Policy - continued the funding of a national council of experts to identify the manpower goals and needs of the Nation, and to evaluate the extent to which existing programs represent a coordinated approach to meeting such needs.

Youth Employment and Demonstration Projects Act of 1977 (YEDPA)<sup>2</sup>

The purpose of this legislation was "to provide employment and training opportunities for youth, and to provide for other improvements in employment and training programs." The Act included two major titles, each amending an existing CETA title: I. Young Adult Conservation Corps - established a CETA Title VIII to provide employment and other benefits to youth who would not otherwise be productively employed, through a period of service during which they engage in useful conservation work and assist in other projects on public lands and waterways; II. Youth Employment and Demonstration Programs - amended CETA Title III by establishing several new programs designed to test the relative efficacy of different ways of dealing with youth employment problems. Subpart I authorized Youth Incentive Entitlement Pilot Projects to demonstrate the efficacy of guaranteeing summer work and part-time employment or training opportunities during the school year to youth who resume or maintain attendance in school for the purpose of gaining a high school diploma or equivalency degree. Subpart II authorized Youth Community Conservation and Improvement Projects to provide employment, work experience, skill training, and opportunities for community service to unemployed 16-19 year olds supplementary to the opportunities provided by the Young Adult Conservation Corps. Subpart III, the major subpart, authorized a broad range of Youth Employment and Training Programs (YETP) to make a significant long-term impact on the structural unemployment problem of youth. Among its provisions, Subpart III allocated 5 percent of YETP funds to the governor of each state to be used in accordance with a special statewide youth services plan for such purposes as providing financial assistance to youthful wards of the state, providing labor market information to prime sponsors and schools, providing for the establishment of cooperative efforts between State and local institutions, providing financial assistance for expanded or experimental programs in apprenticeship trades, or implementing model employment or training programs for youth within the private sector. Subpart III also specified that 22 percent of the prime sponsor's allocation under YETP "...shall be used for programs for in-school youth carried out pursuant to agreements between prime sponsors and local education agencies." Subpart III also identified numerous assurances to be provided by the prime sponsor as a condition for receipt of funds, including assurances that a youth council be established under the planning council and that such youth council "...be responsible for making recommendations to the planning council with respect to planning and review of activities conducted under (YETP) "

Comprehensive Employment and Training Act Amendments of 1978<sup>3</sup>

The purpose of this legislation was to extend the previous authorization, re-structure the previous legislation, improve the targeting of public sector jobs to the disadvantaged, and add a Title VII: Private Sector Opportunities for the Economically Disadvantaged. The purpose of Title VII is "to demonstrate the effectiveness of a variety of approaches to increase the involvement of the business community, including small business and minority business enterprises, in employment and training activities under CETA, and to increase private sector employment opportunities for unemployed and underemployed, economically disadvantaged persons. The types of programs authorized include, but are not limited to contract training programs; apprenticeship or high skill training programs; increased opportunity for upgrading work/study and cooperative education programs; small business enterprise programs, developing information bases on new and planned public investment projects; follow-up services with employees hired by employers under Title VIII, encouraging employers to develop job skill forecasts, technical assistance to employers to reduce paperwork; disseminating information to private sector employers to facilitate greater utilization of CETA. Section 704 required every prime sponsor receiving assistance under Title VII to establish a Private Industry Council (PIC) with 51 percent business and industry representatives, half of whom are representatives of small business (500 or less employees). The chairman of the PIC serves as an ex-officio, non-voting member of the prime sponsor planning council. The PIC's major responsibilities include: development and implementation of Title VII programs, plan preparatory consultation with prime sponsor with respect to other CETA programs; and analysis of private sector job opportunities, including estimates by occupation, industry, and location

<sup>1</sup>Public Law 93-203, December 28, 1973.

<sup>2</sup>Public Law 95-93, August, 5, 1977

<sup>3</sup>Public Law 95-524, October 27, 1978.

The YEDPA legislation offers several types of opportunities for education and work councils to affect CETA. Since many of education and work councils' most active participants are high school career and vocational educators, the strengthened tie with local high schools provides these individuals with an increased opportunity to influence CETA programs for in-school youth. Members of education and work councils can represent those councils on CETA youth councils, participating as chairpersons or active subcommittee members involved in quality assurance, proposal review, or the nomination of new council members. As organizations, education and work councils can sponsor or operate CETA-funded youth programs, or "consult" with CETA regarding those programs.

In March, 1980, the U.S. Department of Labor asked for an additional \$2 billion for CETA youth programs under its proposed new youth initiative, which would reorganize all CETA youth programs and "...pursue goals of YEDPA such as school linkages and community-based group involvement in more straight-forward ways."<sup>2</sup>

In particular, the new bill proposed the creation of two local councils with broad-based membership to act as advisory councils to the schools for CETA-funded programs. One council, called a school site council, would work with a particular school to develop plans for in-school youth programs to be funded by CETA. The other council, coincidentally called an Education-Work council, would have a wide range of responsibilities, including the development of funding criteria for eligible schools, the award of planning grants, the review and written appraisal of each school's plan, the allocation of funds to private schools, and the award of program implementation grants. The Administration's bill also permitted the CETA youth council, established under YEDPA, to serve as the education and work council as well.<sup>3</sup>

<sup>2</sup> Employment and Training Reporter, BNA, Washington, D.C., December 13, 1979.

<sup>3</sup> Administration's "Youth Unemployment Initiative," advance copy of the legislative specifications, provided to members of the Subcommittee on Elementary, Secondary, and Vocational Education, House Committee on Education and Labor, February 19, 1980, Title II, pp.16, 19-20.

The proposed youth bill, which failed to emerge from Committee in time for consideration by the 96th Congress, clearly signalled the Carter Administration's intent to involve broadly-representative councils in schools' decisions regarding the use of CETA funds, and in so doing offered new mechanisms for education and work councils to increase their participation in programs serving youth. As a community-based organization, the education and work council could be represented on the new school advisory bodies. Education and work council members could also participate in other capacities, as representatives of private industry, teachers, government, labor unions, parents, or youth. Theoretically, the education and work council could also seek to serve both as the school superintendent's advisory council on CETA programs and the CETA prime sponsor's advisory council on youth programs, and thus occupy a potentially influential role in the decision-making process of two of the most powerful local agencies concerned with youth--CETA and the schools.

From another standpoint, education and work councils can play a role in aiding CETA representatives and vocational educators in their initiatives for more institutional coordination. Rep. James Jeffords (R-Vt.) announced in late 1979 that he was drafting a bill to provide incentives to bring together everyone involved in serving disadvantaged youth, stating "...[that the motivation of teachers, schools, and the CETA and vocational education systems are equally important]..."<sup>4</sup> in providing services. Education and work councils can play a role in these efforts, and indeed, have been organized and conceptualized to do so.

All of the education and work councils described in this report demonstrate collaboration with CETA that goes beyond the provision of staff support. The case studies demonstrate council involvement with CETA--operating projects funded by CETA, providing consulting services to the prime sponsor, or representing the education and work council on councils that advise the prime sponsor. One case study in particular (Chapter 3.0) documents the development of a council's collaboration

<sup>4</sup>Op. Cit., Employment and Training Reporter, p.399.

with CETA and the impact of the education and work council on local CETA-funded programs for youth.

## 2.2 Economic Development Organizations

Education and work councils, like publicly-funded local activities such as CETA and vocational education, can benefit from stronger ties to local economic development organizations and activities. The primary benefit may be in the communication of up-to-date information about local job and training opportunities that these organizations possess because of their regular, frequent interactions with a broad cross-section of local industry and business.

Local economic development organizations include public and private agencies whose main purpose is to enhance the local job and tax base or generally to increase the amount of dollars flowing into or staying within the local community. Local economic development involves primarily industrial and commercial development. Economic development organizations facilitate economic development through planning, research, development packaging, financing, and the provision of other economic development assistance services. Examples of economic development organizations include: city, county or multi-county economic development offices, which typically report to the chief elected official or a board of chief elected officials; non-profit industrial or economic development corporations, which provide a variety of industrial, commercial, financial, and marketing services; and industrial development authorities or financing corporations, which are established through legislation, and which may be able to issue bonds to finance development projects, sell or acquire public lands, or provide loans or special financing arrangements to developers.

Among the 12 councils visited in the first phase of our study, we found few linkages between councils and the local economic development sector. The ties that were found were concentrated in councils that served predominantly rural communities. Council membership included an economic development representative in one of the two rural sites we visited, where a staff member of the federal economic development agency in a nearby capital city was a member of the education and

work council. The other council which served a primarily rural area was seeking to join with the local economic development corporation in developing a special program to train residents for newly-arrived jobs and industries, but this joint activity had not yet begun at the time of our first field visit. No council leaders, whether executive director, chairperson or other member, represented the local economic development sector.

Several reasons may explain councils' lack of interest in the economic development sector. First, there is little monetary incentive. Public funding for local economic development is small compared to public funding for job and training services under CETA. The role of federal economic development funds in the community is most visible, and therefore likely to attract the attention of education and work councils, in rural areas. Second, economic development organizations are primarily concerned with industrial or other development activities, including the attraction and retention of firms. An equally important goal, particularly for public economic development organizations receiving federal funding, is job creation. The education and work councils that we visited were more concerned with career education than with job creation. Their most active members, representing local business and high schools, were principally concerned with helping youth make better job decisions and insuring that youth have the basic skills required in the workplace. In addition, whether cause, coincidence, or effect, the least active federal partner in the U.S. Department of Labor/U.S. Department of Education/U.S. Department of Commerce partnership in the Work-Education Consortium Project was the Commerce Department, which oversees federally-sponsored local economic development activities.

Another reason why education and work councils have not coordinated their efforts with the economic development sector may be that there has been little federal, legislative incentive to do so. There have been numerous studies of economic development coordination by the U.S. Department of Labor, the U.S. Department of Education, the Economic Development Administration (EDA) of the U.S. Department of Commerce, and

other agencies (see Figure 1.2), as well as considerable lip service to the importance of such coordination, but very few legislative initiatives of the sort that characterize CETA and youth policy developments. Nonetheless, coordination with economic development organizations appears to have been a major policy emphasis of Congress during the Carter Administration. Early in 1980, staff for Augustus Hawkins, the Chairman of the House Employment Opportunities Subcommittee and pre-eminent proponent of the nation's full-employment policy, emphasized the Congressman's intent "...to strengthen ties between CETA and economic development activities"<sup>5</sup> in order to assure full employment. The National Commission for Employment Policy chose to focus on economic development in shaping national employment as one of its two study issues in 1980 (the other is women in the labor force). One recent legislative initiative pertaining to youth called for improved coordination with the economic development sector: the House Committee on Education and Labor's version of the youth bill required that youth be addressed in Private Sector Involvement Project (CETA Title VII) plans, that the plans be reviewed by local economic development councils, and that members of such councils be represented on the Private Industry Councils (PICs) which are responsible for developing and monitoring Title VII plans.

Operators of CETA employment and training programs, among them schools, are beginning to realize the benefits of coordinating with local development efforts in order to prepare a trained and skilled workforce for incoming and growing industries, and education and work councils can benefit from such collaboration as well. An examination of the goals and activities of economic development groups suggests several ways in which the goals of education and work councils may be enhanced by collaboration with such groups. Economic development groups, through the research required for economic development plans, are a potential source of data on demography, industry jobs, industry movement, and other data relevant to youth transition. The accumulation of knowledge about industry trends and needs beyond that

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<sup>5</sup> Education and Work, Capitol Publications, Inc., Washington, D.C., November 27, 1979, p.3.



Figure 1.2

## EXAMPLES OF AGENCY STUDIES OF ECONOMIC DEVELOPMENT LINKAGES

The U.S. Department of Education contracted with the American Vocational Association in October, 1979 to produce case studies and conduct workshops on vocational education and economic development linkages. Although the study continues until April, 1982, preliminary findings show that the level and extent of relationships between economic development organizations and vocational education agencies differ substantially across sites. Linkages appear strong in some state capitals where state economic development offices provide funds, staff, or information about industries, state vocational or educational agencies to develop training for industries or firms coming into the state. At the local level, the linkages may be more tenuous due to variability in the availability and quality of vocational education in different localities even within the same state. Local economic development councils include vocational education representatives, pursuant to regulations governing the composition of these councils.

The U.S. Department of Labor has undertaken at least three efforts aimed at improving linkages between economic development organizations and CETA prime sponsors, and has assigned one individual in the Employment and Training Administration's Office of Program Evaluation and Research (OPER) to organize the Department's economic development linkage efforts. OPER contracted with CSR, Inc. to conduct a study of CETA and economic development linkages in rural areas. Largely a documentation rather than an evaluation effort, this study found considerable informal linkage between local CETA and economic development organizations in rural areas. Typically, CETA prime sponsors referred clients for work on local capital improvement projects awarded by EDA after review of applications submitted by local economic development agencies.

OPER has also contracted with the National Council on Urban Economic Development to study CETA and economic development linkages in urban areas and to produce a technical assistance guide aimed at CETA prime sponsors and officials of local economic development agencies. The study identified linkage in primarily three areas: planning, organization, and operations. In the area of planning, the authors point out that both CETA prime sponsors and local economic development agencies are responsible for compiling demographic data and submitting yearly plans which list programs for which these agencies seek funding. In the area of organization, the study finds instances where the prime sponsor assigns an employment specialist to work at the local economic development office, or where the two city departments charged with planning the use of CETA and economic development funds are merged. Many joint operational arrangements are also being made, particularly in large cities or at the state level. Handled by an ombudsperson or an economic development office responsible to the chief elected official, incentives to development which include CETA funds for training, CETA tax credits, economic development funds for capital improvements, loan guarantees, special assistance to small businesses, etc. are "packaged" for the purpose of facilitating development activity. The use of CETA Public Service Employment funds to supply staff for economic development organizations was also a major source of linkage.

Finally, to bring the results of these studies to the field, OPER contracted with Manpower Policy Counselors, Inc. to hold special seminars on the subject of how to improve CETA and economic development linkages. The first such seminar was held in Washington, D.C. in February, 1980.

The U.S. Department of Housing and Urban Development initiated an experimental program in 1978 to link Community Development Block grant, Comprehensive Employment and Training Act, and Economic Development Administration funding resources in ten cities. Results of the evaluation of this program completed by Abt Associates Inc. in September, 1980 showed that the predominant linkage effort was made by CETA prime sponsors who reserved on-the-job training funds to provide jobs for CETA-eligible residents on private sector projects sponsored by the city housing and development departments. However, the study also found that this effort was not highly successful, as much of the money remained unspent. The subsidies were small compared to other available cost-saving inducements; the paperwork was burdensome; and the clients were often judged not job-ready. On the positive side, many respondents held out hope that the newly-formed Private Industry Councils (PICs) would serve to improve coordination between CETA, local economic development, and private sector interests.

which is incorporated in federally-required plans is another benefit which joint membership on an economic development council may confer. This knowledge is particularly relevant to the career education initiatives that are the most common activity of education and work councils. Economic development organizations also may be able to assist in the creation of youth enterprises which are encouraged in YEDPA programs, by locating business sponsors, by providing financing, or by providing or arranging for the provision of training and technical assistance to youthful entrepreneurs.

One case study (Chapter 4.0) in this volume documents the process by which an education and work council serving a rural area not only developed financial, organizational, operational, and programmatic ties with the local economic development sector, but also increased coordination within that sector.

### 2.3 The Private Sector

More than 80 percent of all jobs are located in the private sector, and it is likely that this figure will increase in coming years. Each tenth of a percentage point of increase will mean approximately 10,000 more jobs in the private sector. Preparing youth for these unsubsidized jobs is the ultimate aim of current youth employment programs, including education and work council efforts to coordinate with the CETA, economic development, and private sectors.

The education and work councils studied in the first phase achieved a certain degree of private sector involvement. Private sector representatives, who tended to be the personnel managers or training directors of large companies, exercised council leadership in several instances, often as the council chairperson. Councils that had active, private sector leadership were most successful in attracting membership fees and monetary contributions from local businesses. Private businesses also helped to support education and work councils through in-kind contributions such as office space or equipment, or by assuming the burden of council staffs' fringe benefits. On the other hand, businesses that became involved in council activities tended to have previous records of community involvement and resources for community relations. With

few exceptions, these businesses did not assume responsibility for involving other local businesses in education and work council activities. Many councils found that private sector representatives did not have the time, and in some cases the interest, to participate actively. Simultaneous involvement in councils of private sector management and union representatives sometimes discouraged both from attending, and the orientation of some councils towards a strictly facilitative role discouraged results-oriented business members as well. As a consequence, while business was well represented on councils, there was more turnover among this group than any other and their active involvement was difficult to sustain.

Active involvement of the private sector has been the goal of several federal initiatives aimed at equipping youth or adults with vocational skills and increasing the number of private sector jobs available to disadvantaged youth and adults. One of the first such initiatives in recent times was the establishment of the National Association for Industry-Education Cooperation (NAIEC). Begun in 1964 the Association was established "as a means of mobilizing the resources of industry [business, labor, government, agriculture, and the professions] to assist schools in their efforts to improve the relevance and quality of educational programs at all levels."<sup>6</sup>

The Education Amendments of 1976 sought greater industry involvement in school programs, although their major concern was with the quality and accessibility of vocational education. The Amendments called upon each state to establish state and local advisory councils on vocational education, and made a point that "Each state advisory council shall have as a majority of its members persons who are not educators or administrators in the field of education." The legislation went on to specify 20 groups that must be represented on the state council. The first four mentioned are individuals who represent, and are familiar with, the vocational concerns of management, labor, agriculture, and industrial and

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<sup>6</sup> cited in several NAIEC public relations brochures.

economic development agencies in the state.<sup>7</sup> In discussing the composition of local advisory councils on vocational education, the legislation states that "Such local advisory councils shall be composed of members of the general public, especially of representatives of business, industry, and labor..." The emphasis on increasing private sector involvement in decision-making about schools' vocational education programs is clear.

The U.S. Department of Labor has administered two programs to increase private sector involvement in employment and training programs for the disadvantaged. In 1968, the U.S. Department of Labor funded a jobs program that was to be operated by a new private sector organization called the National Alliance of Business (NAB). The new organization was the brainchild of leaders of the private sector and officials of the U.S. Department of Labor. The staff of NAB's national office and its 110 local "metro" offices were private sector officials on loan from industry. The purpose of the organization, and of the JOBS (Job Opportunities in the Business Sector) program it sponsored, was to place the disadvantaged in private sector jobs. Many researchers agree with Dr. Charles Myers in his overall assessment of the JOBS program: "There is considerable evidence that this program induced more firms than before to make a hiring and training commitment, but the full employment economy through most of 1969 undoubtedly helped."<sup>8</sup>

The most recent attempt to improve the involvement of the private sector in employment and training programs for the disadvantaged came with the passage of the CETA Amendments in 1978 (see Figure 1.1), which authorized a new Title VII, widely known as the Private Sector Involvement Program (PSIP). The legislation made an additional \$400 million available to prime sponsors to develop jobs and training programs in the private sector. In order to receive these funds, each

<sup>7</sup> Public Law 94-482, The Education Amendments of 1976, Oct. 12, 1976 (Amendments to Section 105 the Vocational Education Act of 1963.)

<sup>8</sup> The Role of the Private Sector in Manpower Development, Charles A. Myers, John Hopkins Press, Baltimore and London, 1971, p.86.

prime sponsor had to establish a Private Industry Council (PIC). Section 704 of the CETA Amendments of 1978 states that "In no event shall representatives of industry and business have less than a majority on the council....," and further that "whenever possible, at least half of such industry and business representatives shall be representatives of small businesses."<sup>9</sup> The latter requirement was in response to the widespread impression that the same large firms were participating in CETA programs, while smaller firms, which comprise 50 percent of private sector job opportunities, were not well represented.

When the regulations pertaining to Title VII were finally issued in February, 1979, it was clear that the federal intent was to go beyond previous cooperative efforts to involve the private sector in employment and training programs. The regulations made it clear that PICs could receive administrative funds to hire an executive director, and could incorporate as a separate entity apart from the CETA prime sponsor, if that was in the best interest of enhanced local job opportunities in the private sector. "From the outset the Department of Labor stressed that PSIP represented an opportunity for the private sector to have real influence and even control of manpower programming, that maximum local discretion and latitude in forming PICs would be provided, and that minimum regulations would be issued by DOL."<sup>10</sup>

According to an assessment of PSIP completed in January, 1980, "The jury is still out...on the programmatic impact of PSIP, with neither complete pessimism nor unrealistic optimism warranted by experience to date." With specific regard to the role of the local business, the report states that, "Specific strategies for attracting business to PSIP programs have developed very slowly..."<sup>11</sup>

<sup>9</sup> Public Law 95-524, CETA Amendments of 1978, Oct. 27, 1978, Section 704.

<sup>10</sup> Private Industry Council Development: Summary Report, Corporation for Public/Private Ventures, October, 1978, p.9.

<sup>11</sup> A Formative Evaluation of the Private Sector Initiative Program, The Ohio State University, Report No. 3, January, 1980, pp. iii-iv.

In fact, the federal initiatives to increase private sector involvement in vocational programs for in-school youth and employment and training programs for the disadvantaged may serve to unnecessarily structure and delimit the ways in which the private sector can become involved in issues of youth and adult transition. Education and work councils, as local initiatives, can serve to expand private sector involvement in the training and employment of youth. Education and work councils can enlist the aid of the private sector in providing job counseling, world of work orientation, or improved supervision for new job holders. With the help of their private sector representatives, councils can canvass the business community for additional support--whether in the form of funds, in-kind contributions of staff or equipment, or participation on specific projects--from companies which have not heretofore been involved in community problem-solving. Perhaps most important, companies can lend their name, their contacts, or their top management to education and work councils for the purpose of organizing support for a particular local issue concerning youth or adult transition.

Stimulating the active involvement of the private sector is the subject of one of the education and work council case studies in this volume (Chapter 6.0). This case study illustrates the role that a council composed of prominent representatives of local businesses and other institutions can play in the development of local policies concerning youth transition. The case study also suggests that there are many ways--other than agreeing to hire or train disadvantaged youth--that the private sector can participate in the provision of transition services to youth.

#### 2.4 Other Local Councils

In our original plan for Phase II of our study, we discussed the prospects of studying an education and work council that could demonstrate active union involvement, or one that had incorporated the functions of a newly-mandated council such as the PIC or the CETA youth advisory council. We found that attracting and maintaining active union involvement was not a feature of any education and work council, except

one that was really a labor-management committee serving the local political executive. As a result, we chose to focus our final case study on a council that was attempting to subsume the responsibility of a newly-mandated council, the PIC.

In Phase I of our study, we found a few councils that were seeking designation as local Private Industry Councils, or seeking to subsume the responsibilities of the newly-formed PICs. These education and work councils reasoned that as independent boards, they could fulfill the legislative intent of PIC to be an independent decision-making group. In addition, the funds available through PSIP could help to sustain education and work council operations and give councils more tangible, direct means of influencing local youth transition services.

As it evolved, there were major obstacles to education and work councils' becoming PICs or subsuming their responsibilities. Education and work councils are supposed to be independent, but fifty percent of the PICs that have been formed report to the CETA prime sponsor and depend on prime sponsor staff. Other PICs are nominally independent, but effectively controlled by the prime sponsor. Also, education and work councils are presumed to have a multi-sectoral orientation and membership, whereas PICs treat the private sector as their main client and include a majority of private sector representatives on their boards. In the one case that other education and work councils and Consortium project staff had suggested for study, the council eventually chose only to assist the local PIC's development.

The story of the latter is presented as a case study in this volume (Chapter 5.0) for the purpose of illustrating some of the obstacles a council may face in seeking added powers, as well as some of the ways in which education and work councils can assist other local councils in fulfilling their mandates.

The question of how local education and work councils can assist other local councils is important because of the proliferation of such councils in recent legislation. There are several recently created councils in the education and employment areas alone. We have already

mentioned the local area councils on vocational education, the CETA youth councils and the Private Industry Councils. Under earlier legislative and administrative initiatives, economic development planning councils (Public Works and Economic Development Act of 1965) and CETA planning councils (originally established as part of a 1969 administrative initiative known as the Cooperative Area Manpower Planning System) came into being. For many federal officials, a significant question has been raised as to how education and work councils can work effectively with these other councils, whether education and work councils would undermine or enhance the work of these other groups, how the working relationship would affect the future of education and work councils, and whether there are simply "too many councils."

The question is addressed, to some degree, in two case studies presented in this volume. It is addressed in the case study that explores one council's attempts to incorporate functions of the local PIC and a state-initiated Interagency Collaborative Body (ICB). It is also addressed in the case study on council-CETA collaboration, as here we have an example of an education and work council which has effectively taken on part of the role of CETA's youth council, mandated under YEDPA. Indeed, it is somewhat surprising to us that more education and work councils did not seek this route of influence, given the greater similarity and scope of purpose between education and work councils and CETA youth councils than between education and work councils and PICs. The "independent" nature of PICs and the prospects for guaranteed funding they offered were obviously very attractive incentives. Otherwise, the issue of local council proliferation is the subject of a forthcoming paper, not included here, which investigates interrelationships between local councils in the four case study sites documented in this volume.



### 3.0 WORKING WITH CETA: A CASE STUDY OF THE EDUCATION TO WORK COUNCIL OF PHILADELPHIA (EWC)

When they began, most of the education and work councils funded by the National Manpower Institute established relations with the organization known as the local CETA (Comprehensive Employment and Training Act) prime sponsor primarily for one purpose: to obtain secretarial or other staff support through CETA's Public Service Employment program. Among the four councils treated in this report, only the Education to Work Council of Philadelphia made CETA the central focus of its efforts to improve youth transition, and the Philadelphia council was one of the first councils to establish ties that led to joint activities. This case study describes how the Education to Work Council of Philadelphia developed its working relationship with CETA and what was achieved as a result.\*

The theme of this case study is that education and work councils can develop mutually productive relationships with CETA--relationships that lead to improved CETA program operations and improved prospects for the council's continued existence--by specifying a CETA organizational need, providing a service that meets this need, broadening the constituency of need for the service, routinizing and formalizing its provision of the service, and remaining alert to new opportunities to provide service to its broadened constituency. Moreover, the contacts, perseverance, and reputation of the council executive director, combined with his or her empowerment by an influential board, can substantially enhance the education and work council's ability to function collaboratively with powerful local organizations such as CETA.

#### 3.1 Overview

The Education to Work Council of Philadelphia (EWC) plays two major roles in its relationship with the local CETA prime sponsor. From the beginning, it has functioned as a subcontractor, taking on assignments which the prime sponsor has not had the staff to perform. Although

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\* For a descriptive summary of the EWC's structure and membership, and the full range of its activities, see Appendix A, Part I.

the EWC now has a grant from CETA to perform specified consulting services, the Education to Work Council's activities on behalf of the prime sponsor preceded its contractual obligations, and currently / extend well beyond those specified.

The EWC gradually took on a second role as advisor to the prime sponsor. When the EWC executive director became chairman of the Summer Youth Employment Subcommittee and spokesperson for CETA program operators, he began to provide advice and constructive criticism to the prime sponsor. At the same time, the EWC furthered the interests of CETA program operators with the prime sponsor. As will be seen, this stance resulted in positive changes within both the prime sponsor and the CETA program operator group.

The Education to Work Council has been able to assume these two roles with the prime sponsor in large part because, in the words of one observer, "its impartial, third-party status as neither an in-house CETA unit nor a CETA program operator enables it to serve a catalytic, mediating, and linking role much more effectively than the prime sponsor or its subagents can." Furthermore, the EWC has never been associated with any single sector or agency in the city and therefore is not perceived as acting out of narrow self-interest in its activities. The EWC has also been able to function effectively in helping a number of agencies and organizations because it has some key resources, most notably a board that includes the most important actors in the city involved in youth transition, and an executive director who is knowledgeable, energetic, and persuasive, and who has extensive personal contacts and a reputation for "getting things done."

### 3.2 Economic and Political Conditions in Philadelphia

The need for a neutral but influential body like the Education to Work Council can best be understood in light of the economic and political contexts of the City of Philadelphia.

The Education to Work Council serves the entire city of Philadelphia. The city, the fourth largest in the nation with a population of nearly two million, 37.8 percent of whom are minorities, is experiencing

severe economic and unemployment problems similar to those of many other cities in the Northeast. The number of jobs declined dramatically in the 1960s and 1970s as hundreds of manufacturing companies left the city. Population decreased by nearly ten percent between 1970 and 1978. Adult unemployment (8.3 percent in 1979) is well above the national rate, and youth unemployment is one of the highest in the nation.<sup>1</sup> Moreover, the loss of blue collar jobs and the increase in white collar service employment has created a mismatch between the supply of working class labor and the available jobs. The decline in jobs and population has also caused severe fiscal problems in the city.

The number of unionized workers in Philadelphia is about the national average (25 percent), but much of organized labor is represented by old-line AFL/CIO steel, iron, and other manufacturing sector unions, whose members are experiencing unemployment rates between 25 and 40 percent. "These unions," admits one leader of organized labor, "are not about to provide jobs to youngsters." Perhaps for the same reason, organized labor in the city also tends to be cool towards the CETA program. Some service sector unions are more concerned with issues of youth transition, and it is predominantly representatives from these unions who serve as EWC board members.

Business attitudes toward hiring youth are similarly divided. While larger companies are said to be relatively receptive to employing young people, small business owners are reluctant to hire young people /because of their inexperience.

The Philadelphia School District is beset by monumental problems. Almost 1,500 out of 12,000 teachers were threatened with layoff in 1980 due to the city's fiscal crisis. Few teachers have been trained to comprehend career education, and teacher training is impossible because a strong teacher's union has negotiated a contract that requires pay for any

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<sup>1</sup>The demographic data about Philadelphia in this section come from: City of Philadelphia, An Urban Strategy (Philadelphia: 1976); and Pennsylvania Office of Employment Security, Labor Market Information (Harrisburg, Pa., 1980).

released time--funds that the city doesn't have. While there are several business-operated academies (electrical, automotive, business education, etc.), and a number of other vocational and career education programs for youngsters, these efforts reach only a tiny fraction of the city's quarter of a million students (11 percent of graduating high school seniors attend a vocational school.) Moreover, there are increasing racial and class tensions and incidents of violence in the schools. Middle class families of all races are transferring their youngsters to private schools. According to school department representatives, the rate at which pupils drop out of the Philadelphia public high schools--including those who transfer to private schools as well as those who drop out of school entirely--may approach 50 percent. The percentage of those pupils who drop out of school entirely has been fairly steady in recent years at approximately 12.5 percent.

The CETA program in Philadelphia is one of the largest in the country. In fiscal year 1980, approximately 41,000 disadvantaged youth and adults were served at a cost of \$112,000,000. Approximately \$16,000,000 was spent on youth programs, including over \$7,000,000 for the Summer Youth Employment Program.

Philadelphia also has a large number of neighborhood and city-wide community-based organizations (CBOs) that are actively engaged in youth transition projects, as well as several councils designed to assist these agencies in planning and operating youth programs. Philadelphia already had two youth-oriented councils when the Education to Work Council was formed. A Youth Service Coordinating Office, established by the city, coordinated intra-governmental programs related to child welfare. The second council, the Advisory Council for Career Education, was the federally mandated body designed to advise the School District regarding career education and vocational education. In December, 1977, the Youth Employment and Demonstration Projects Act (YEDPA) caused the prime sponsor to create a third youth-serving council, the CETA Youth Employment Council. However, one CBO executive director reflected the sentiments of several others when he lamented that all these groups "...can barely scratch the surface of the appalling youth unemployment problem in Philadelphia."

The city's fortunes were complicated by the election of Frank Rizzo as mayor in 1975, an event which brought a high degree of politicization to the governmental process. The mayor was accused of using the CETA program to provide patronage jobs, and at one point the U.S. Department of Labor had to intervene to force the city to turn over eligibility determination for the CETA Title VI program (Public Service Employment) to the Pennsylvania Office of Employment Security. In January, 1980, a new mayor took office. However important youth transition concerns were, they took a back seat to the new mayor's need to establish fiscal responsibility (the city was confronted with a fiscal year 1981 budget deficit that could exceed \$100 million) and to develop an image of city government as the servant of the people rather than of special interests.

These features of Philadelphia economic and political life exerted a significant influence on the Education to Work Council as well as on the relationship that developed between the EWC and the CETA prime sponsor. Because of the mixed feelings on the part of industry and labor toward the youth transition problem, the council has had relatively weak participation from precisely those sectors least likely to cooperate with CETA. Conversely, the active involvement of CBOs and the schools in the problem of youth employment in the city has resulted in their strong representation on the council. Finally, fiscal constraints faced by the school system, and the fact that the School District was already operating numerous career education programs, led the EWC to concentrate its efforts on working with the prime sponsor instead of with the school system as some education and work councils in other cities have done.

On the other side, the CETA prime sponsor, seeking to improve its image, needed an independent but credible advocate in the community that could undertake some activities on its behalf and help it to improve its services. The prime sponsor was receptive to working with the EWC for a second reason: assistance in carrying out its mission was essential in a city which reputedly suffered the highest youth unemployment rate in the nation and which contained a number of other

youth-serving agencies and organizations that were apparently unable to solve the problem.

### 3:3 The CETA Organization in Philadelphia

Because this case study focuses on CETA, it is important at the outset to provide some explanation of the CETA system in Philadelphia. CETA refers to legislation passed initially in 1974 to change the locus of responsibility for local employment and training services from the federal government to local jurisdictions. Under this legislation, each eligible locality became a "prime sponsor," responsible for deciding how to spend the CETA funds allocated to it.

In January, 1980, a new mayor took office in Philadelphia. He hired a new executive director for the city agency charged with carrying out Philadelphia's prime sponsor responsibilities, and changed the agency's name to the Office of Employment and Training (OET).

By law, every CETA prime sponsor must have an advisory planning council which reviews and comments on the prime sponsor's plans and monitors plan performance. The planning council's membership must include broad representation from a wide group of community-based organizations and public agencies like the Office of Employment Security and the schools that subcontract with the prime sponsor to operate programs. There are several obstacles that interfere with a planning council's functioning as the Comprehensive Employment and Training Act intended, but most councils do meet regularly and review and comment on plans. In practice, some advisory planning councils have often served to "rubber stamp" local prime sponsor plans and operations. Others have existed primarily on paper. The advisory planning council in Philadelphia under the former city administration rarely met as a council to perform its duties, and the new mayor had not selected a new planning council as of April, 1980.

When the YEDPA was passed in 1977, it required prime sponsors to appoint another council--a youth advisory council. In some jurisdictions, the advisory planning council simply took on the responsibilities of the youth advisory council, and no distinct council was created. In Philadelphia, a "youth employment committee" was established.

In Philadelphia, the youth employment committee chose to create a subcommittee to focus specifically on the city's summer youth employment program. The subcommittee consisted of members of the youth employment committee as well as others who were specifically involved with the city's summer youth employment program. The chairman of the youth employment committee appointed one of its members to chair the new subcommittee. That person was the EWC's executive director, who by September, 1978, was either chairman or a member of at least three boards directly responsible for reviewing Philadelphia's CETA operations in general and youth operations in particular. Indeed, as the story proceeds we will see how this individual's role as executive director of the EWC becomes inseparable from his role as an active member of these CETA advisory groups.

#### 3.4 Origins of the EWC-CETA Collaboration: January-December 1977

There was never any formal decision, or policy on the part of either the Education to Work Council or the prime sponsor to work together. Rather, the relationship evolved as a response to the perception that the OET, with over \$100 million in annual funding, was one of the two major organizations in the city involved in youth transition programs (the other organization is the School District). An additional incentive was created when the CETA agency appointed the executive director of the Division of Career Education of the Philadelphia School District, who had spearheaded the proposal to the National Manpower Institute to fund the Philadelphia EWC, as chairman of CETA's youth employment council. The fact that the EWC began as a subcommittee to the School District's Advisory Council on Career Education made the link between the Director of the Division of Career Education, the prime sponsor, and the EWC that much closer. The tie between the OET and EWC was formalized in the early summer of 1977, when the Education to Work Council invited the OET planning director to serve as the prime sponsor's representative on the EWC board.

The EWC executive director was alert from the start to discover ways to work with CETA. After spending April-July, 1977 establishing the council as an independent, incorporated organization, the EWC was able to capitalize on two early opportunities to work with the prime sponsor.

YEDPA Information Forum. At the end of the summer of 1977, the executive director of the Education to Work Council realized that many community groups were interested in taking part in the YEDPA program but were confused about how to become involved. He therefore proposed to the OET that it and EWC jointly conduct a public forum at which information on YEDPA and how to apply for funds could be provided to service delivery agencies. The forum would provide visibility for the EWC as well as assist the under-staffed prime sponsor. The result was an all-day meeting hosted by both groups, but arranged and administered by the EWC, and attended by 160 representatives from 110 community groups. Two and a half years later, participants were still talking about how beneficial the forum was.

YIEPP Proposal Writing. In another ground-breaking activity between the prime sponsor and the EWC, the EWC offered to help CETA staff prepare planning grant proposals for the Tier I and II Youth Incentive Entitlement Pilot Project (YIEPP). The EWC organized a planning task force with CETA staff which in turn brought together a group that located 4,000 potential work sites in preparation for the Tier I grant and 200 work sites for Tier II. One participant recollected that "EWC staff" worked nights and weekends in the OET offices, without compensation, to help type, copy, collate, and design the proposals." Both proposals won \$25,000 planning grants. Ultimately, a Tier II grant of \$1.25 million was awarded to the city.

Most notable in the origins of the EWC-CETA collaboration is the fact that the EWC executive director initiated the relationship with the OET in an incremental, yet strategic fashion, aware of the resources at his disposal, the needs of both the EWC and the OET, and the political constraints of the situation. He first approached his own board with recommendations that the EWC work with the prime sponsor. Usually, he was careful to lobby for his ideas with key board members and present his proposals to the entire board before pursuing any of his planned activities with CETA. His ability to use the EWC as an institutional base with its respected and influential board members helped him to effect the working relationship with the prime sponsor that he sought. Moreover, by providing help without requesting funds or giving advice, the executive



director was able to create the trust and good will which would be necessary to fulfill the council's future, second role as an advisor and catalyst for change within the prime sponsor. In return, the EWC executive director anticipated gaining legitimacy, recognition, visibility, and information for the council. As a fledgling organization with uncertain future funding, the EWC needed these benefits.

### 3.5 Consolidating the EWC-CETA Relationship: 1978

Key Appointments. In December, 1977, the EWC executive director was appointed to the newly established, YEDPA-mandated Youth Employment Committee by the executive director of the OET. The appointment, which was encouraged by the Director of Planning and the Youth Employment Committee chairman, was made in part because of the EWC's by now recognized position in the city as an organization involved in the new youth initiatives. In addition, the Youth Employment Committee chairman, as one of the EWC founders and one of its most active board members, knew that the council's executive director would be an energetic and constructive member of the new committee.\*

The EWC executive director's position on the Youth Employment Committee legitimized his role as advisor and friendly critic to the prime sponsor because of the committee's mandate to advise the OET with regard to its youth-related activities. There was a consensus, in fact, that the EWC executive director was one of the two most active and influential participants in committee meetings. His appointment to this committee proved to be the forerunner of his placement on the prime sponsor's Employment and Training Planning Advisory Council in the fall of 1978. From this additional vantage point, he began to participate in the review of the prime sponsor's policy and activities across the entire spectrum of CETA activities, not just those focused on youth.

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\*The chairman had suggested making the EWC the new youth advisory body, but the prime sponsor rejected the idea. Instead, people recruited for the Youth Employment Committee included many members of the EWC board, with the result that there was--and remains--considerable overlap between these two bodies.

During 1978 the EWC executive director began to consolidate the EWC-CETA relationship by engaging in two additional activities.

Career Education Roundtable. In the summer of 1978, the EWC executive director saw the need for a monthly forum at which operators of career education programs for in-school youth that were not funded by CETA could meet to share experiences. At the same time, he realized that such an arrangement could serve as a vehicle for informing the prime sponsor about what these groups were doing. The EWC executive director shared the idea with OET, and it was agreed that he would set up and run the meeting. The executive director also recognized the value of the Roundtable to the EWC, as a means of securing information about career education programs that could be useful to the executive director and board members in their other council-related activities.

To initiate the Roundtable, the EWC executive director relied in part on contacts he had developed earlier when he was community affairs director for General Electric in the city. In particular, he relied on contacts he had made while establishing a program, known as PRIME, to train math and science teachers in 37, largely minority junior and senior high schools in Philadelphia to orient their curricula towards preparing students for careers in engineering and technology.

The Career Education Roundtable attracts 10 to 12 program directors to its monthly meetings. In this informal setting, program directors share activities, learn ways to improve their programs, and identify and avoid duplication of services. The EWC executive director also provides information to the participants on funding sources and pertinent programs like the Summer Youth Employment Program and the Targeted Jobs Tax Credit legislation.

The Roundtable activity has helped to build a relationship between people and organizations which would otherwise work alone. For example:

- The Philadelphia School District was planning to open a magnet school for predominantly minority youth seeking to enter engineering and technology careers. As a result of meetings of the Roundtable, the relevant officials were urged to contact the non-profit PRIME organization. A number of students in PRIME junior high schools are now

of students in PRIME junior high schools are now choosing to go to the magnet school to pursue science career preparation. Moreover, there is mutual cooperation in staff training and curricula exchange between the magnet school and PRIME.

Program Operators Task Force. An innovative CETA grantee who, along with the EWC executive director, was a member of the CETA Youth Employment Committee, originated the CETA Program Operators Task Force. Its purpose was to allow program operators to meet on an informal basis as peers to share mutual problems. The Task Force was formalized under the aegis of the EWC when the council executive director offered to run the meetings on behalf of the OET. While the prime sponsor currently contracts for the service, the EWC initially took on the task on its own time. The activity has become one of the most enduring and useful undertakings the EWC performs on behalf of the OET.

The Task Force meets for one-and-a-half hours every month under the chairmanship of the EWC executive director. According to one regular participant, "It provides a great forum for gripes to be aired, problems to be solved, and explanations to be given." Executive directors of approximately 18 to 25 of the city's 54 CETA subgrantees voluntarily attend Task Force meetings. A representative from the prime sponsor also attends.

The Task Force is extremely effective in enabling subgrantees, especially small, inexperienced ones, to learn the administrative and technical requirements of being a CETA program operator (from filling out invoices to verifying client eligibility), and to appreciate from an impartial third party (the EWC executive director) the constraints that limit the prime sponsor's ability to be fully responsive to all program operator needs. Most meetings are partly devoted to a presentation by a pertinent official addressing a common program operator concern (such as the CETA intake system) or an information need raised during the previous session. In response to a detailed presentation by OET staff on new developments in the Summer Youth Employment Program, one program operator commented that, "Up to that time, CETA was operating by memos and directives; what was needed was this kind of face-to-face contact."

The OET does not run the Task Force itself, in part because it lacks the staff but, more importantly, because the EWC is a better choice. By being close to CETA but not beholden to it, the EWC can accomplish both an open discussion of program operator concerns and the provision of reliable information about CETA programs and upcoming initiatives. While each program is assigned a monitor from the prime sponsor staff, these individuals, says one knowledgeable CETA observer, are often "overworked, unfamiliar with program operator problems, new to the job, torn between their monitoring and technical assistance responsibilities, and concerned about keeping their job." As a result, they cannot play the advocacy role on behalf of program operators which the EWC can play in its role as Task Force administrator. Furthermore, by consolidating the complaints and concerns of several program operators and by capitalizing on the institutional base of the Education to Work Council to provide credibility, the EWC executive director can exert more influence with the prime sponsor to consider the subgrantees' requests than individual program operators on their own could bring to bear. At least one important outcome bears this out:

- One major CETA program operator, the Archdiocese of Philadelphia, had been trying to get CETA funds to start a program for youthful clients with reading problems. Viewed as an "education-type" program by the prime sponsor, it was never funded. As a result of the Task Force, CETA staff became aware that the illiteracy problem was a concern of several program operators, not just the Archdiocese. The Task Force chairman brought the issue up at a Youth Employment Committee meeting, and a program grant to augment the reading levels of 400 high school graduates or dropouts between the ages of 16-19 was subsequently awarded to the Archdiocese.

EWC's Grant from CETA. As in its direction of the Career Education Roundtable and its participation on the Youth Employment Committee, the Education to Work Council profits from running the Task Force meetings. It gains power through information; it increases its local visibility; and it establishes contacts that give it the necessary credibility and knowledge to continue in these and other youth transition-related activities.

It has also garnered CETA funds as a result of its efforts. In late 1978, the council and the prime sponsor began negotiations for drawing up a contract between OET and EWC through which the OET would pay for specified support services. In January, 1979, the EWC was awarded a \$14,500 contract from the OET for consultant services, principally the administration of the Career Education Roundtable and the CETA Program Operators Task Force.

### 3.6 Collaboration in Full Bloom: 1979-1980

During 1979, the EWC's involvement with the prime sponsor shifted from a modest association that proceeded relatively smoothly to a significant relationship that surfaced constructive conflict within the CETA organization. The two events that illustrate this shift most dramatically are the appointment of the EWC executive director as the chairman of the new Summer Youth Employment Subcommittee, and his subsequent involvement in the management of the Summer Youth Employment Program lottery drawing for the OET. As will be seen, the EWC director played an important role as chairman of the Subcommittee and manager of the lottery in catalyzing change.

Summer Youth Employment Subcommittee. Reflecting the same considerations that led him to place the EWC executive director on the Youth Employment Committee, the Youth Employment Committee chairman appointed the executive director of EWC as first chairman of the newly-formed Summer Youth Employment Subcommittee. The appointment took place in April, 1979.

The Summer Youth Employment Subcommittee is composed of 21 members--eight appointed by the Youth Employment Committee, seven representatives (one each) from the seven subagents that operate the Summer Youth Employment Program, and six staff from the prime sponsor and the local Office of Employment Security, which determines program eligibility, advises youth of their eligibility, and refers youth to worksites.

The purpose of the Subcommittee is to review policies and programs related to summer youth employment. Under the chairmanship of the EWC executive director, the Summer Youth Employment Subcommittee has sought

to have all OET plans in the area of summer youth employment placed before it for approval prior to adoption or implementation, and it has taken upon itself the responsibility to review with the prime sponsor its progress in undertaking specific activities and meeting anticipated completion dates.

The nature of this review function led to some conflict between the OET and the Summer Youth Employment Subcommittee. During the previous city administration, the prime sponsor had run its summer youth program largely without advice or policy recommendations from its program operators. Some adjustment has been required for long-time OET staff to accommodate having their decisions reviewed by an advisory committee. Moreover, some OET staff believe that the Summer Youth Employment Subcommittee and its chairman are exceeding their mandated advisory role and are claiming the right to "sign off" on all OET decisions related to the Summer Youth Employment Program. The Subcommittee and its chairman, however, perceive that their advisory role legitimately includes reviewing and providing recommendations on OET activities related to the Summer Youth Employment Program in advance of their implementation. By April, 1980, there were still no written guidelines specifying what role the Summer Youth Employment Subcommittee was to play with regard to the prime sponsor.

As a by-product of this conflict, however, there is a creative tension between CETA staff and Subcommittee members which insures examination of all sides of each issue. Constructive conflict between the Summer Youth Employment Subcommittee and the prime sponsor has occurred around issues such as scheduling (whether programs would be seven or eight weeks), intake (which sites would conduct intake and certification of client eligibility), orientation (whether uniform orientation, desired by the prime sponsor but never before accomplished, could be provided), and payment (whether delays in the city's payments could be reduced so that program operators would not need to borrow to meet expenses.)

The important point is that in Philadelphia this conflict has not prevented a significant relationship from forming between the EWC and the OET. To a large extent, this can be attributed to the willingness of

key CETA staff to utilize the independent, institutional base of the EWC, the EWC director's sensitivity to the constraints faced by the prime sponsor, as well as his effective handling of crisis situations, as described below.

The Summer Youth Employment Program Lottery. The CETA Summer Youth Employment Program is one of the most important and most visible of programs operated by the CETA prime sponsor. The summer program provides seven-week, minimum wage work experience opportunities for 18,000 youth in hundreds of public and non-profit work sites in the city, at a cost of over \$7 million. In Philadelphia, controversy over the process used to select youth for the program in its first year of operations jeopardized the program and the credibility of the prime sponsor. After that experience, the OET charged the Summer Youth Employment Subcommittee with the management of the Summer Youth Employment Program, an action which in effect intensified the relationship between the Subcommittee chairman (the EWC director) and the prime sponsor. The story of the Subcommittee's management of the lottery illustrates not only the deepening relationship between the EWC executive director and the prime sponsor, a relationship that was to lead to more direct, constructive confrontation between the two, but also, as a sidelight, the obstacles of internal organizational or sectoral conflict that sometimes hamper collaborative efforts between organizations or sectors.

One of the difficult problems which the subcommittee and its chairman have had to address is the city's system for selecting candidates for summer employment. In 1978, a program operator had selected candidates on racial grounds, and in the ensuing controversy and publicity over the legality of this selection procedure, the city's entire summer youth program was jeopardized. After the 1978 experience, the Regional Office of the U.S. Department of Labor ruled that a random selection procedure would have to be used in the future. Seeking to keep a low profile in the 1979 lottery, the OET, together with the local Office of Employment Security, asked the EWC director, as Chairman of the Summer Youth Employment Subcommittee, to help set up the lottery and preside over the drawing.

The choice of the EWC to preside over the lottery was also facilitated by other efforts it had undertaken in this area. The EWC had received a contract for \$7,000 from the Youth Services Coordinating Office in the spring of 1979 to conduct a series of Community Information Forums to explain the Summer Youth Employment Program to interested community groups. The EWC director arranged and hosted the meetings in collaboration with the OET and local Office of Employment Security. As a result of these informational meetings, it was reported that a large number of youth who were not previously aware of the summer program participated in the random selection.

In helping to administer the 1979 lottery, the EWC executive director, as Summer Youth Employment Subcommittee chairman, had to untangle a last minute internal dispute within the Regional Office of the U.S. Department of Labor (DOL). The conflict was between the regular DOL monitor, who required a lottery, and the DOL solicitor, who belatedly claimed that use of a lottery would violate the DOL's regulations for serving primarily those in greatest economic need. Organizing a group of members from the CETA Youth Employment Committee, the EWC director convened a meeting at Regional Office headquarters and persuaded the DOL that the lottery system was within DOL regulations.

The EWC director's role in heading off unnecessary controversy and publicity over the issue helped to solidify his relationship with the prime sponsor in general and with the Summer Youth Employment Program in particular. When the EWC's consultant contract with OET was renewed in fiscal year 1980, a major new provision stated that the EWC was to assist with "...any 'third-party' activity required to facilitate the program for the summer 1980."

Under this new mandate, the EWC executive director became involved in other aspects of the Summer Youth Employment Program. In addition to conducting community forums and presiding over the drawing itself, he became involved in planning the program. The EWC executive director helped the prime sponsor develop a plan, successfully implemented, to expand the program from 11,500 participants chosen exclusively by lottery; to 18,000 participants, including 14,000 chosen by the lottery



and 4,000 other youth who were to continue on work experience assignments held during the school year. For the first time, an orientation for all youth participating in the program was held. The EWC executive director also worked with prime sponsor staff and EWC members to get broader private sector support for the program. The EWC director estimates that the local Chamber of Commerce and National Alliance of Business were responsible for locating between 600 and 1000 new work experience slots for the program.

Many of these results were made possible because the CETA prime sponsor also undertook a more visible and active role in the 1980 Summer Youth Employment Program. In January, 1980, a new city administration came into power. The new administration reconstituted the prime sponsor agency, hiring a new executive director who was the previous chairman of the Youth Services Coordinating Office. As a result, the prime sponsor was eager to undertake a more visible position than it had previously occupied. For the new city administration, the prime sponsor's increased involvement represented an important attempt to remove the stigma placed on the CETA program by the previous mayor's use of the agency as a political patronage tool.

The increased involvement of the EWC executive director and the CETA prime sponsor led naturally to increased opportunities for confrontation as well as productive conflict resolution. A particular issue arose over the prime sponsor's involvement of subagents in the Summer Youth Employment Program planning process. Because the U.S. Department of Labor required the prime sponsor to orient all 18,000 youth in the Summer Youth Employment Program during an eight-day period, the OET had made plans to award a contract to a third party to handle the orientation. The Summer Youth Employment Subcommittee, many of whose members had already been conducting their own orientation, objected strongly to not having been consulted in the contracting process. Numerous attempts to communicate the subagents' concern to a liaison staff member assigned to the Subcommittee had failed. Although this particular issue was rendered moot when the OET decided not to award the contract, the general issue of subagent involvement in planning was finally brought to the OET

director's attention. Expectations are that there will be more involvement of subagents in the 1981 Summer Youth Employment Planning Program process.

Ironically, last-minute crises have continued to play a role in enhancing the EWC director's influence with the prime sponsor. In 1979, his leadership in resolving the DOL's last-minute internal dispute over the use of random selection helped to defuse the latent controversy which surrounded the Summer Youth Program and the prime sponsor. In 1980, an eleventh-hour hitch in the lottery arrangements occurred the day before the drawing when allegations of cheating in the state lottery were disclosed in the local press. It was feared that concern over this purported swindle would compromise the integrity of the city's lottery drawing the next day, since machines borrowed from the state lottery agency were scheduled to be used in the drawing. In his role as chairman of the Summer Youth Employment Subcommittee, the EWC executive director promptly telephoned appropriate officials in order to substitute another type of lottery machine to replace the machine scheduled to be used from the state's lottery. Thus, the integrity of the city's drawing was maintained.

In another incident on the day before the lottery, the EWC executive director received a call from the executive vice president of the Philadelphia Phillies baseball team informing him that Garry Maddox and Pete Rose, two players scheduled to do the drawing, had to be back early at the playing field for practice. The presence of the popular athletes was essential to assure widespread media coverage of the event, which would enhance the visibility of the Summer Youth Employment Program. The EWC executive director was able to arrange for special parking privileges and the early scheduling of the athletes into the agenda, thereby assuring that the players could appear and still finish in time to make practice.

The increasingly useful relationship between the prime sponsor and the EWC was enhanced by two other events in 1980. First, the new OET executive director replaced the OET planning director as the CETA representative on the Education to Work Council board, thus increasing the board's influence and demonstrating the prime sponsor's commitment to EWC's continued role in prime sponsor activities. Second, in his role as

member of the OET Advisory Council to the prime sponsor, the EWC executive director sent to the new OET executive director a letter of recommendations for improving OET functions. The OET executive director has already taken steps in response to this letter, including the establishment of a community affairs/public relations position within the agency.

### 3.7 Results of the EWC-CETA Relationship

Evidence of much of the Education to Work Council's success in helping the Philadelphia CETA prime sponsor is subtle. Many of its achievements are intangible, like collaboration, networking, mediating, and problem solving. In general, the EWC has helped to change the way the prime sponsor approaches its youth employment activities. As a result of the Community Information Forums, the Program Operators Task Force, OET membership on the council board, and the EWC director's role as chairman of the Summer Youth Employment Subcommittee, the CETA program has become more open to advice and complaints from program operators and other community groups, and less inclined to make decisions in the absence of some form of consultation with these groups. Similarly, program operators have become more willing to express their concerns. As a result, the OET now has more information about the problems and concerns of program operators and other CBOs and is therefore better able to formulate policies and programs to meet the needs expressed by these organizations.

The prime sponsor has made a number of specific policy and program changes as a result of the relationship-building activities of EWC and its executive director:

- the implementation of a CETA program to increase the literacy of 400 high school graduates or dropouts aged 16-19;
- the implementation of a new CETA intake system which will increase the number of intake offices from one to six and place responsibility for intake with the subagents rather than an outside contractor, as has been the case;
- the adoption of a policy to encourage computer programming courses and innovative work projects for handicapped youth;

- the development of a procedure for allowing youngsters to pick up applications for the Summer Program from subgrantees, rather than having to go to the local Office of Employment Security as has been the practice, and to allow youngsters to signify their first, second and third choice for worksites, whereas previously no choice had been allowed;
- the institutionalization of the Community Information Forum as a regular CETA activity, encouraged by the CETA planning director who was a member of the EWC board; and
- the establishment of a community affairs/public relations position within the CETA organization, to enhance the prime sponsor's image and help insure that public communication continues.

These may seem like modest achievements, but they must be understood in the context of the magnitude of the task: a staggering youth unemployment rate, a faltering school system, the highly politicized former city administration; a tightly controlled union environment, and a continuing decline in the number of industrial job opportunities available in the city as a whole and to youth in particular. Seen in this perspective, the Education to Work Council's accomplishments, catalyzed by a persistent executive director and the installation of a new city administration and CETA prime sponsor executive director, have been significant.

#### 4.0 FACILITATING LOCAL ECONOMIC DEVELOPMENT: A CASE STUDY OF THE MID-MICHIGAN COMMUNITY ACTION COUNCIL (MMCAC)

While many education and work councils became familiar with the local CETA program over the course of their evolution, few councils sought coordination with yet another local sector vitally concerned with employment issues--the economic development sector.

The Mid-Michigan Community Action Council (MMCAC) presents a counter-example. Serving an economically depressed, rural area, this council has initiated numerous projects to improve the quality of life for many residents, including youth. In particular, the economic and employment situation in the community has served to involve the MMCAC increasingly in local economic development efforts.

The purpose of this case study is to describe the development of the Mid-Michigan Community Action Council's relationship with the local economic development sector. The major theme of this case study is that education and work councils have a role to play in local economic development as broad-based community action organizations which simultaneously provide direct services, develop the institutional capacity of the community to respond to problems in a unified way, and increase the community's visibility on the map of federal assistance jurisdictions and private entrepreneurs. \*

#### 4.1 Council History

Gratiot County, the service area of the MMCAC, is located at the geographic center of the Michigan lower peninsula. With a population of 40,000, Gratiot has a strong rural identity--there are only three towns big enough to be officially incorporated; and 57 percent of the population lives in rural areas. Ninety percent of the county land area is devoted to agriculture. The largest town, Alma, has a population of approximately 10,000.

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\* For a descriptive summary of the MMCAC's structure and membership, and the full range of its activities, see Appendix A, Part II.

This is the setting in which the Mid-Michigan Community Action Council was founded in 1974. The impetus for the formation of the council came from several directions. The early 1970s saw an increased emphasis on career education in the U.S. Department of Health, Education and Welfare (DHEW). One of the principal founders of MMCAC was a representative at the Regional Workshops held by DHEW to discuss the concept and its implementation. At the state level, there was also increased attention to career education. Early in 1974, the governor of Michigan invited ~~representatives of each county to a statewide meeting on career education.~~ Spurred by recent talks with the State Chamber of Commerce about Michigan's planned increase in emphasis on career education, the governor challenged every county to develop a group representative of business, labor, industry, education, and government to bring broader input to the school systems' implementation of the state's career education mandates. The MMCAC founder mentioned earlier was a co-chair of the governor's meeting, while other founders-to-be were part of the group representing Gratiot County.

Gratiot was one of only three counties to answer the governor's challenge with the successful formation of an organization. The Gratiot group began as the Alma Community Action Council. Nineteen representatives of business, labor, education, industry, and government participated in the formative meetings, while a smaller group of ten worked to translate the ideas of this group into goals and structure. The group of nineteen was described by several participants as enthusiastic, and as the enthusiasm spread, the focus of the projected council grew also. Said one board member who was active in the planning process, "From the beginning there was the idea that we ought to do something for the entire community. A trailer plant in the county was closing and 200 jobs were being discontinued. The adults who had worked there needed retraining. That was a real need of the community. So, the original concept of what we should address was more than kids."

In 1975, in keeping with the goal of doing something for the entire community, the Alma Community Action Council expanded its target area to include the entire county, sought county-wide membership, and changed its name to the Mid-Michigan Community Action Council. Also

that year, with the help of CETA Title VI funds, the council hired its first paid director and a secretary to develop and expand council programs.

The four goals established by the original group in 1974 still serve as the goals of MMCAC:

- Career Education
- Economic Education
- School and Community Dialogue
- Full Employment and Economic Development

A fifth objective was not included in the bylaws, but according to participants in the planning was among the goals--to create a formal, permanent and active organization which would not be dependent upon any single person for pursuit of its goals.

Career education was the first major focus of the Mid-Michigan Community Action Council and remains the major field of council activity. However, both the council goals and activities have always been broader, and have resulted in significant accomplishments in several areas, including economic development.

#### 4.2 The Economy of Gratiot County

The Mid-Michigan Community Action Council's work in economic development has occurred in an environment of repeated economic problems and high unemployment. Many rural areas are economically depressed, and Gratiot County is among them. Located outside a major industrial belt to the south, and outside major recreational areas to the north, Gratiot has had a limited and unstable economic base.

Agriculture has been the most stable segment of the Gratiot economy, and is the largest producer of goods in dollar terms. However, agriculture employs a disproportionately small number of county residents, approximately five percent.

A much larger source of employment is the manufacturing sector, including primarily auto-related and chemical manufacturing, as well as petroleum and leather products. Thirty percent of local jobs were accounted for by this sector in 1970. However, the manufacturing sector

has been historically unstable. One source identified at least 20 industrial firms which had closed down between 1913 and 1978, due to a variety of causes.<sup>1</sup> In recent years, problems confronting the U.S. auto industry have left their mark in Gratiot County. Four major industrial firms have closed since 1973--including three which produced mobile homes, trailer coaches, and steel--leaving approximately 1000 area residents unemployed.

The instability of the economic base has been mirrored by a chronically high unemployment rate. The annual rate has averaged 14.5 percent since 1970, and unemployment peaked at 25 percent for part of 1975. According to the director of the county Employment Security Office, the only occupational field where a large labor surplus does not already exist is the health professions.

Economic instability and high unemployment have affected all age groups in Gratiot County, including youth. Although the Michigan Employment Security Commission does not report youth unemployment statistics for counties as small as Gratiot, the unemployment rate for all Michigan youth aged 16-19 was 21.6 percent as of the third quarter of 1980, slightly higher than the national average 18.5 percent.

#### 4.3 The County and Youth Transition

Areas with characteristics like those of Gratiot County pose numerous challenges for efforts directed at improving the transition of youth from school to work. Some of these challenges exist in any locale where there is youth unemployment, and reflect the obstacles created by youth's inexperience and lack of qualifications, as well as by employers' reluctance to hire young people. Other challenges stem from the competition between youth and adults for jobs in an area where unemployment for both groups is high. This competition intensifies during periods of economic instability. When plants close or layoffs occur, youth compete with displaced workers, while during recovery or temporary increases in overall employment, youth face the obstacles of hiring preference given

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<sup>1</sup> Gratiot County Overall Economic Development Plan and Economic Adjustment Strategy, 1979.



to former employees. Finally, the absence of areas of labor demand within Gratiot County affects the migration decision of youth. Gratiot County has witnessed a persistent out-migration of youth entering the family formation years (20-29), when the need for employment and income heightens quickly with age. Youth transition efforts are complicated by this migration pattern, posing a dual challenge--preparing youth to make the decision to stay or leave, and preparing youth for the circumstances they will meet as a result of their decisions. The challenge is even more difficult in an area where there are subtle but strong pressures on many youth not to leave, as there are in several of the more rural communities of Gratiot County.

The nature of the youth transition problem in Gratiot County helps to explain the evolution of MMCAC's involvement in local economic development activities. One council member remarked that in light of the council's work in youth career exploration, "it would be immoral not to also try to enable youth to find jobs in the county." The MMCAC director summarized the connection between the council's youth transition efforts and the local economic situation, "Our goal is to help those who stay, to find jobs, and give the others the confidence they need to take with them when they leave."

#### 4.4 Collaboration for Economic Development: The Need and MMCAC's Response

Although economic development was one of the original goals of MMCAC, there was a long road to successful work in that area. Previously, industry attraction and recruitment--the mainstay of local economic development activity--had been characterized by internal county rivalry. There was no county-wide organization and although a county economic coordinator's office was established in 1975, towns and realtors usually bypassed this office. Information sharing was unusual. For example, a realtor's client was interested in building on the site of an abandoned mobile home plant and reviving that industry. There was a \$50,000 difference between the buyer and the seller, and the deal fell through. If the situation had been discussed with the city or county coordinator, the realtor would have learned that the buyer could have been given an attractive tax abatement that might have induced him to pay the seller's asking price and consummate

the deal. A new plant, providing needed jobs, could have been constructed. Lack of coordination helped to foreclose this opportunity.

Both local and state observers note that a strong town identification existed as the three major population centers competed for clients to increase their tax bases. Several industrial development organizations existed within the county, but they served only the cities in which they were located. Competition between towns was heightened since smaller towns were suspicious of the motives of efforts originating in Alma, the largest city in the county. A 1977 effort initiated in Alma to form a county-wide Chamber of Commerce foundered for this reason.

A regional economic development office exists for a nine-county area, including Gratiot, but most local observers feel that the regional office is distant, covers too large an area, focuses on the problems of the three larger cities in the eastern part of the region (Bay City, Saginaw, and Flint), and is generally unresponsive to conditions in Gratiot County. In short, no county-wide economic development planning for Gratiot County had been done since 1962.

Three forms of impact were needed to create significant change in the economic situation. First, the competitive behavior which characterized interactions within the county had to be changed into unified action toward goals to benefit the entire county. Second, existing industries had to be retained and new industry attracted to the county. Third, concern about the effects of economic crises within the county had to be translated into action to help the county's residents and its economic structure pull through the crises. In short, unity and action, as well as real economic growth, were needed.

Approached this situation with a long-term view, and an overall agenda that grew out of the perceptions of several Board members. Among these perceptions were the following:

- 1) A neutral ground for forums would be needed. When people meet on ground where no protection is needed or where there is no need to be in a dominant role, they tend to think more creatively and cooperatively. Conversely, when people meet on biased ground, the people who control that ground tend to be dominant.

- 2) The council would need to emphasize an activist role rather than an advisory role for all of its goals. Board members made the distinction between a talk agenda, which they associated with urban areas, and an agenda based upon pragmatic activity and a record of achievement, more convincing in a rural area.
- 3) For achievement of council goals, visible success would be necessary to establish the credibility of MMCAC.
- 4) Visible successes in collaboration would be needed to show that collaboration could work and could benefit the community.
- 5) A consensus and collaborative pattern would have to be built gradually as individuals and groups built trust.

According to one council document, "Advice, as such, was not either in demand or effective: the need was to show by doing that certain modes of joint community problem solving could work."

The council operated with a concept of multiple agendas, aware that the structure, activities, and credibility achieved through some of its early programs would be useful and in some cases necessary to reach other goals. For example, the MMCAC recognized its early career education thrust as an end in itself, but also as a relatively non-controversial means of bringing people together and developing a pattern of behavior that would enable people to interact on more controversial subjects (like economic development) later on. The experience of successful interaction among county residents was also important. The career education programs introduced by MMCAC had been opposed initially by some of the local school districts who saw the activity as duplicative or unimportant. The favorable response to these programs, once they were tried, helped many people in the county believe that a collaborative effort was possible and useful. As an organization on neutral ground, and associated with the career education programs ultimately supported by diverse segments of the community, MMCAC was able to take a leading role in economic development, without the handicaps of vested interest or sector dominance which characterized other local groups.

#### 4.5 MMCAC's Role in The Establishment of a County-Wide Economic Development Organization

In January 1975, MMCAC sponsored a community forum on employment, inviting representatives of agencies, government, labor, and industry to talk about possible strategies which would address the county's unemployed as well as avoid duplication. This forum was held again in 1976, on which occasion the swap of ideas led participants to a consensus that the county needed to focus on developing a structure to aid in economic development.

Consequently, later in 1976 the council joined with the county economic coordinator in hosting a community industrial development meeting. Held under the neutral auspices of the council, but with the support of the county government, this meeting was described by the MMCAC director as a purposeful, confrontational meeting designed to clear the air and generate dialogue amongst different groups. Several such public meetings were held during the next year, hosted by the county economic coordinator, while a smaller committee which included the MMCAC director met once a month during 1977 and 1978 to seek concrete solutions for specific economic problems raised at the larger meetings, and to seek mechanisms for resolving the issues which prevented greater county collaboration.

In addition to sponsoring and participating in meetings, MMCAC demonstrated its commitment to collaborative action and county-wide economic development through other activities designed to support the positive results of the meetings and keep the momentum going. In 1976, upon learning that one of the towns in the county was preparing to write its own economic development plan for submission to the Economic Development Administration,\* the MMCAC director wrote a county plan, using data which she had assembled in 1973 while working as a consultant. With the support of the county government and volunteers from Alma College, the MMCAC director has written or participated in writing the county plan every year since.

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\* Gratiot County is located in an EDA-designated economic development district. Jurisdictions within the district are eligible to receive EDA funds as long as they have submitted plans which outline their funding priorities. In principal, these plans guide federal funding for local jurisdictions. In practice, a jurisdiction's plan may have little effect on federal funding for that jurisdiction.

At the same time, MMCAC members privately talked more about the need for unity, and the MMCAC director included speeches about county unity at the popular Career Day events sponsored by MMCAC. "If you talk about unity enough, people will begin to believe there is--or at least see there may be a need for--unity," she said in retrospect.

From 1976 to 1978, the council continued to sponsor industrial meetings, acting as catalyst, consensus builder, and broker of information. It supported the county economic coordinator's attempts to bring awareness of the costs of rivalry and the benefits of cooperation by providing historical data, demographic studies, contacts, and moral support, and by providing a neutral ground where groups in conflict could openly discuss and resolve these conflicts.

In 1977, while these meetings continued, the focus of county unification efforts shifted to the Chamber of Commerce, where the director of the Alma Chamber of Commerce was attempting to build a county-wide organization. His effort was supported by industry but opposed by retailers suspicious of both the Alma Chamber's organizational motives and of the personal motives of those involved. To many retailers, the path to survival seemed to lie in competition with others in the county. Any organization that purported to serve several jurisdictions was perceived as a screen for competitive machinations. One retailer, linking this type of effort to the work of the MMCAC, was quoted as saying, "If this kind of thing is what our work with the council is going to lead to, then it is dangerous." The effort to create a county-wide Chamber of Commerce failed, reawakening suspicions which also threatened the efforts of MMCAC.

These suspicions delayed but did not halt the MMCAC initiatives. Maintaining their customary low profile, MMCAC members invited 50 people including the president of Alma College, city officials, captains of local industry, and a representative from the State Department of Commerce to a meeting to discuss formation of a county economic development organization. One government representative who was asked to attend acknowledged that "MMCAC was the moving force behind this formative meeting, though I didn't know this at the time."

MMCAC played an active role in the negotiations and discussions that ensued. Several members--including the director, members of the board, and others--participated in the ad hoc meetings. In this community, which according to one participant had no literature, promotional ability, or staff to devote to the effort to form a county-wide economic development organization, MMCAC did all of the paperwork for the negotiations and provided contacts when needed. The presence of MMCAC members was a reminder that county-wide efforts were possible, while the members themselves provided a pattern of collaboration. In April 1978, these efforts bore fruit in the formation of the Greater Gratiot Development Corporation (GGD), the county's first economic development organization serving the entire county.

While the direct influence of the MMCAC on GGD operations is small, several members of the community are members of both groups. The MMCAC director is a GGD board member and, in recognition of her work on the annual Overall Economic Development Plan (OEDP), is head of the GGD OEDP subcommittee. The director of the GGD also serves on the MMCAC board.

The diminution of the MMCAC role in economic development initiatives was planned and welcomed by the council. According to the council director, "Our role was to stimulate other groups to set up an organization, and to support the county economic coordinator. Ours was only a supportive role. We were not interested in running an industrial development group; we were interested in seeing one start."

#### 4.6 Community in Crisis: A Test of County-wide Collaboration

The Greater Gratiot Development Corporation was still in its first six months of operation when it was called upon to help the community through a crisis which came to involve the Michigan Employment Security office (MESCO), the local schools' Community Education Program, and the Mid-Michigan Community Action Council.

As stated earlier, the Gratiot County economic base is limited. Until recently, the production of chemicals was one of the county's larger economic activities. Chemical production in the county had begun in 1892, and since the establishment of the Michigan Chemical Company (Velsicol) in 1935, had become one of the most stable segments of

the county economy. In early 1978, Velsicol had 322 employees and a \$4.5 million payroll. It was the largest employer in St. Louis, Michigan (Gratiot County's second largest city) and the backbone of one of the largest non-auto related industries in the county.

The county faced its most severe economic shock of the decade when in the late summer of 1978 Velsicol announced that it would close. A major pollution scandal had been simmering for a few years. Recent tests at the plant had shown that the pollution problems were insurmountable. As legal suits mounted, the company announced a four-month phase-down and final closing.

The chemical plant closing was a potential disaster on a larger scale than any previous plant shutdown. The closing of the mobile home and trailer coach plants in the early 70s had been expected, since those plants had been operating with limited profits. In contrast, Velsicol represented one of the largest and most stable industries in the county, and its closing was unexpected. The Velsicol plant also employed a greater number of persons than the mobile home and trailer plants had employed. The chemical pollution posed problems on other levels as well. The health of the company's workers and community residents was called into question. Prospective employers were reluctant to hire laid-off workers who, if they appeared healthy now, might develop health problems in the future. The pollution danger also scared potential new employers and industries away from St. Louis.

The implications went further. Because the plant closings would affect suppliers and other local businesses dependent on Velsicol purchases, the Michigan Department of Labor estimated that an additional 175 persons would lose their jobs as an indirect result of the closing. Velsicol represented 20 percent of the St. Louis tax base, and was a major user of St. Louis services. Merchants in St. Louis predicted a 20 to 30 percent loss in sales.

The closing of the mobile home and trailer plants in 1973-1974 had met no unified county response, and observers agree that the difficult recovery period was several years long. To the extent that the mission of MMCAC was to teach people to collaborate, this new crisis--

the Velsicol closing--was a test of the community role of MMCAC as teacher. However, it was also a test of the ability of the county's new economic development organization to meet economic challenges.

The Velsicol closing became a political issue as labor unions from across the state demonstrated at the governor's office. A team from the Michigan Department of Labor was sent to Gratiot County to weigh the impact of the closing and to make recommendations for actions to benefit the county. The state chose the Greater Gratiot Development Corporation as the recipient of funds to coordinate and implement these recommendations.

The GGD director called a meeting of key people from the county. Among those recognized as key people was the director of MMCAC. The GGD director recalled, "I called the real movers in the county. The MMCAC director is able to get things done and is basically out to help people. And she has a group of influential people interested in her organization."

In the months that followed, GGD, MESC, MMCAC and other organizations ran a collaborative effort to reduce the impact of the plant closing. MESC administered a survey of the needs and qualifications of the laid-off work force; trained laid-off workers, referred them to jobs and services, kept records of services provided, and provided counseling. MMCAC developed a Job Hunter's Manual, an Adult Worker Survival course, and a Relocation Assistance guide, held seminars and workshops, and organized counseling and teaching teams from amongst their staff and board members, and their contacts in local school districts and other local organizations. Gratiot Adult Education provided classroom space and media aids. According to the MMCAC director, these programs started within a week and a half of the first meeting called by the GGD director.

Despite the individual contributions of each of these groups, the effort is remembered by participants most strongly as an exercise in collaborative action. The MMCAC director recalls, "It was no secret that we were used to working together. We had developed the patterns of interaction which let us work together. Each agency gave the things they could most significantly give. Nobody was saying, 'I want to get credit for my agency.' It was a true collaborative effort. The word 'team' had become a way of life here."



A representative from the state Department of Labor (MDOL) concurred, "There was a fragmented, competitive effort before. I could see the changes in the eight months we worked up there. There was an increased pulling together and realization that things in one city benefited all. I was encouraged by the local response."

While many Velsicol employees did not choose to take part in the programs put together by Task Force Skill, as this effort was named, the official from MDOL called it "very effective for those who took part." The Task Force helped many people, and demonstrated the county's increased ability to deal with its economic situation.

#### 4.7 Summary of the MMCAC's Economic Development Efforts

The activities of the Mid-Michigan Community Action Council consist of programs, information brokering, and consensus building. In pursuing its goals, the council has established a track record in attracting support, achieving credibility in the county, maintaining neutrality, and acting as a catalyst for county collaboration. MMCAC doesn't view its work in the area of economic development as unusual. According to the council director, "What a community needs at any given point determines what an education and work council addresses. It doesn't matter who the people are--we're trying to build a pattern of interaction. That is what an education and work council is about--teaching people to collaborate."

Observers attribute much of the council's record to the skill and dedication of the council director. Since her selection as director in 1975, she has been responsible for translating the goals of the council into programs, managing the day-to-day operations of the council, coordinating the work of the council task forces, and fund-raising. Her work drew unanimous praise from those interviewed.

However, observers also credit the influence and dedication of MMCAC board members and those backing the council, and the MMCAC director attributes much of her skill and direction to the members of this group. Many board members felt that in the event of the director's resignation or the cancellation of funding, the council would continue to operate because of the support of the members for an organization of this kind.

As a result of the bond between the MMCAC and GGD, both parties are in a position to benefit. The interlocking boards lead to a greater sharing of information and perspective which helps the goals of both organizations. The MMCAC goal of full employment and economic development is made more possible by the existence of the GGD, and its career education programs benefit from realistic ideas of the shape of the county's economic future. Similarly, the GGD has benefited. The active and widespread council network increases the base for implementation of GGD goals. The contact between the MMCAC and GGD also insures that, through the career education programs, youth will be both aware of and prepared for new opportunities in the county, a result favorable to both economic development goals and youth transition.

Despite the difference in day-to-day issues and missions that occupy the attention of economic development groups and education and work councils, a working relationship between these two types of organizations can assist the development of each organization, improve prospects for effective youth transition, and benefit the communities in which these organizations operate.

## 5.0 INTER-COUNCIL COLLABORATION AND THE STRATEGY OF ORGANIZATIONAL DEVELOPMENT: A CASE STUDY OF THE WORK-EDUCATION COUNCIL OF SOUTHEASTERN MICHIGAN (WECSM)

In many localities, the recent emergence of mandates for local councils with similar goals, membership, and jurisdictions has presented a challenge for education and work councils. Since 1978, a number of federal and state sponsored councils have been added to many local communities. Prime sponsors are required to create Private Industry Councils as a condition for funding under CETA's new Private Sector Involvement Program (Title VII, CETA Amendments of 1978). Vocational and youth councils have increased in number in response to other federal and state initiatives.

Using the Work-Education Council of Southeastern Michigan as an example, this case study explores the history of a local education and work council whose development became intertwined with the emergence of new councils.\* The case study traces the development of the council through two periods. First discussed is the period of the council's early development, which illustrates many of the issues that confront education and work councils as they seek to establish themselves as viable institutional entities in a community. The role of the executive director, the involvement of the executive director and council membership in the evolution of goals, and the impact of funding uncertainty will be seen as important factors in shaping the council's early history and its early commitment to working with other local councils. Next discussed is a new phase in the council's development--a phase of changed leadership--during which the council must find a way to consolidate its achievements, maintain its commitments, and re-evaluate its goals in light of the similar goals of two newly-emergent local councils.

### 5.1 Community and Council Background

The Work-Education Council of Southeastern Michigan (WECSM) was formed in 1974 by the Livonia Public Schools and Chamber of Commerce. Known then as the Livonia Area Industry-Education Council (LATEC), it had

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\* For a descriptive summary of the WECSM's structure and membership, and the full range of its activities, see Appendix A, Part III.

the general goal of addressing youth transition problems in the Livonia community. In 1977, the LAIEC received funding from the National Manpower Institute and formally incorporated.

The city of Livonia is a mature and relatively prosperous industrial and residential suburb of Detroit in Wayne County. After designation as the site of the Detroit race course in 1949, Livonia's population soared from 17,700 in 1950 to 110,109 in 1970. In that year, its median family income of \$15,216 was the highest median income for any city of more than 100,000 in the United States. Less than 1 percent of Livonia's residents received welfare benefits and less than 1 percent were classified as economically disadvantaged. Racial minorities accounted for less than 1 percent of Livonia's population, and an even smaller fraction of its labor force. In 1975, when unemployment grew to almost 10 percent in the Detroit SMSA, the unemployment rate in Livonia was only 7.4 percent.<sup>1</sup> The jobless rate for youth, aged 16-19 was projected at 11.2 percent in 1979, a figure far below that projected for the rest of Wayne County or the city of Detroit, only 15 miles to the east.

Youth unemployment, then, was not the major motivation for starting the Work-Education Council of Southeastern Michigan. The Council's formation was more closely related to the interests and needs of the Livonia Chamber of Commerce and the Livonia Public Schools. The Livonia Chamber of Commerce had established a committee in the early 1970s to address the concerns of local employers that many young people did not have the basic skills necessary for jobs in their enterprises. The director of career education of the Livonia Public Schools shared this concern, and his attendance at a 1973 industry-education conference spurred him to establish better contacts with local employers--most significantly with the executive director of the Chamber of Commerce. The Livonia School Board subsequently authorized the superintendent to involve the schools in programs with the business community, and in 1974 the Livonia Area Industry Education Council was created to formalize the concerns and interests

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<sup>1</sup> National Manpower Institute, Recommendations to Include Livonia, Michigan in the Work-Education Consortium, January, 1977.

expressed by Livonia's business and education leaders: The Council was housed at Chamber of Commerce headquarters and some staff support services were provided by the Chamber.<sup>2</sup>

Until officials of the Livonia Public Schools heard about the National Manpower Institute's Work-Education Consortium project, the Livonia Area Industry Education Council had functioned primarily as a discussion forum for issues concerning educational policy. No formal council goals or bylaws had been adopted. In September, 1976, the prospects of NMI funding, which could make the Council a more active participant in the educational life of Livonia, spurred the school system to locate an individual who could lead the council in this direction. Membership from organized labor and the Michigan Employment Security Commission was added and a proposal to become part of the Consortium project was submitted. By April, the council was notified that it had received the National Manpower Institute funds. A vice principal from the Livonia Public Schools became the full-time paid executive director of the council, and a business representative was elected president. Subsequently, council headquarters was moved from the Chamber of Commerce to the Livonia Public Schools. Under Article II of the council bylaws (as amended May 1, 1978), the three goals of the new council were:

- 1) to develop, support and coordinate programs and processes which will facilitate the transition of youth to productive roles in our community;
- 2) to cultivate, develop, and coordinate community resources which can be applied to the maintenance and improvement of career education programs for youth and adults; and
- 3) to assist in the evaluation of the efficacy of career and vocational education programs and efforts in our community.

#### 5.2- Early Council Activities

After the council's emergence as an independent organization, it moved further and further away from the business sector's original motivation for seeking a council--to improve the basic skills of youth.

<sup>2</sup> Howard W. Hallman, "An Assessment of Two Work-Education Councils", Center for Governmental Studies, Washington, D.C., Spring, 1978..

Instead, the council became strongly linked to the interests and on-going programs of the Livonia Public Schools. In addition, the council came under the influence of its executive director, who wanted the council to address the career and vocational needs of adults as well as youth, and who sought to establish a more stable funding base from which to launch new or expanded projects under the council's unique auspices. This latter, "unwritten" goal, as well as the goals contained in the bylaws, explains much of the Livonia Area Industry-Education Council's early activity.

The new council began to facilitate and sponsor specific activities under the primary leadership of the former school vice principal. In conjunction with the Livonia Public Schools, Michigan State University, and business volunteers, the council sponsored an Employability Characteristics Survey. This involved surveying 146 local commercial, and industrial firms to determine their size, the number of employees hired annually, the percentage of entry-level positions available annually, the importance of applicant interview traits, and applicant success ratings. The results of the survey were to be organized by major occupational group and integrated into the appropriate career education curricula by the Livonia Public Schools.

Working with the Livonia Public Schools Community Education unit prior to the receipt of NMI funds, the council director participated in the development of a teacher re-education program in which he delivered career counseling sessions for teachers. His interests in equipping teachers with a better understanding of the world of business and industry led to the LAIEC's becoming the "brokering agent" for an Education-Industry project sponsored by General Electric. He also continued to assist the Livonia Public Schools in sponsoring career guidance workshops for teachers, with special emphasis on how to incorporate their new knowledge into their daily curriculum.

The council had a hand in numerous other projects as well. It assisted the Western Wayne County Automobile Dealers Association in introducing an Automobile Dealers Apprenticeship Program for auto mechanics in the western Wayne County area. For this project, the council coordinated the involvement of the Michigan Employment Security Commission (MESC),

which tested youth for program entry, and Scholcraft College, which granted an associate degree to those completing the three-year work/study program. In another project, the council established a task force of members who contacted employers and unions to identify and recruit potential candidates for a tuition-free remedial reading project sponsored by the Livonia Reading Academy. In a third project, the council supported the introduction into the public schools of a course on labor movements. The United Auto Workers (UAW) representative on the council was able to benefit from the council's tie to the Livonia Public Schools in arranging for the course to be taught by the UAW Education Department.

Another major activity of the council was its support of the concept and establishment of education and work councils and other collaborative ventures--through advice to other councils given by the politically savvy executive director, written expressions of support for proposals being prepared by other local education and work councils and other groups, and assistance by the executive director to Michigan State education officials interested in setting up a collaborative council program.

### 5.3 The Implementation of the Michigan Occupational Information System (MOIS): A Turning Point in WECSM's History

The executive director was the primary force behind the LAIEC. By building a record of involvement in activities benefiting many sectors he was able to carry enough support in his bid to expand the substantive base of the council and solidify its future funding.

The director's strategy, and the outcomes of that strategy, are best exemplified by the council's involvement in the implementation of the Michigan Occupational Information System (MOIS) throughout western Wayne County. More than any other activity, the council's involvement in the protracted struggle to implement MOIS illustrates the potential assets and liabilities, for the council, of the expansion strategy.<sup>3</sup>

<sup>3</sup>We are indebted to Howard Hallman's assessment of the Livonia Area Industry-Education Council for parts of this story.

The Michigan Occupational Information System is a computer-based program designed to assist youth in gathering information about occupations, including training and educational requirements, physical requirements, attitudinal requirements, and working conditions. The Michigan Department of Education received a U.S. Department of Labor grant to install the system, including the purchase of computer terminals and software packages, at selected local schools throughout the state. The grant did not cover the costs of a central computer to which the terminals would be connected, or of on-going maintenance of the system, which would have to be borne by local users.

The initiation of MOIS in selected schools stimulated further demand for the system. Michigan has a system of intermediate school districts (ISDs) which act as administrative and fiscal agents between local school districts and the state. The Wayne County ISD; which had a computer, became interested in an arrangement whereby local schools within Wayne County could, for a fee, hook up to its computer and access MOIS information. The ISD's plan met with great resistance on two counts. First, the ISD wanted to allow only Wayne County local schools to link up with its main computer, not employment offices or other community agencies. Second, the ISD wanted to charge \$200 per month per terminal, a cost that would have been prohibitive for many prospective users, schools and community agencies alike.

Within a few months, a consortium of representatives from cities, school districts, and colleges in Wayne County formed the Western Wayne County Consortium for MOIS to develop a counterproposal for extending MOIS throughout Wayne County. The chairperson of this group was a woman from the Planning Department of Inkster, a moderate-income black community. The LAIEC executive director was also active in the Consortium. He met with Consortium representatives to help design the counterproposal, and to encourage the Consortium to seek CETA funds to support the expansion of MOIS into community-based agencies. The group's counterproposal called for purchasing their own computer, or borrowing computer time from a large corporation, extending the network of MOIS users to community agencies, and using CETA funds to help these agencies cover the costs of renting terminals and purchasing software and instruction guides for the system.



In the negotiations which followed, the ISD agreed to lower its price to \$20 per month for the terminals and to expand its outlets. The Wayne County Office of Youth Services acted as a go-between, and a request went to the Wayne County Office of Manpower (the Wayne County CETA prime sponsor) to contribute CETA funds to pay for expansion of the system. Eventually, the Livonia CETA prime sponsor and the Livonia Public Schools also contributed to the cause. The Schools provided \$9,516 for maintaining the terminals at 12 facilities, including four high schools attended in whole or part by Livonia youth. The Livonia CETA prime sponsor contributed approximately \$20,000 for computer software and terminal rental, and the Wayne County Office of Manpower contributed the remaining \$114,000 needed to expand the MOIS service. The Wayne County ISD became the prime contractor and fiscal agent for these funds. After almost two years, western Wayne County community agencies serving disadvantaged clients could now share in the school-based Michigan Occupational Information System.

The implementation of MOIS throughout western Wayne County was not a unilaterally harmonious venture. Numerous controversies erupted, both between and within organizations. For example, conflict was stirred when the executive director of the education and work council sought to convince the Livonia CETA prime sponsor to collaborate with the Wayne County CETA prime sponsor and the Livonia Public Schools in the MOIS project. The Livonia prime sponsor initially resisted supporting the MOIS implementation, believing it an inappropriate use of CETA funds. As the council's fiscal agent, the Livonia prime sponsor also opposed the council's involvement in issues concerning the larger jurisdiction of western Wayne County. This prompted the council's executive director to appeal directly to the mayor of Livonia to force the local prime sponsor to cooperate with the MOIS implementation effort. The effect of this action was to further alienate the Livonia CETA prime sponsor, which subsequently criticized the budgeting and recordkeeping practices of the council and went so far as to question the need for the council's existence. Later, under new regulations reducing the number of public service employment slots and terminating positions in excess of eighteen months, the Livonia CETA prime sponsor terminated the two council staff who had been funded through the local CETA's Public Service Employment Program.

Controversy also erupted over the nature and extent of LAIEC's involvement in the MOIS implementation effort. The LAIEC's own public relations documents imply that the council led the MOIS implementation effort, while representatives of other organizations such as the Livonia Public Schools believe that the council simply endorsed the Consortium's counterproposal.

LAIEC members also voiced disagreement over the executive director's role in the implementation of the MOIS. The ten Livonia members of the 27-member council--including representatives of CETA, the Chamber of Commerce, city government, and the schools--were increasingly uncomfortable with the director's thrust away from Livonia. The director may have had a vision of the council's future as an agent of collaboration in an expanded jurisdiction, but this vision was not shared by many council members. Moreover, each sector represented on the council seemed to measure the council's achievements according to its own criteria of appropriate behavior. The CETA prime sponsor complained about the council's recordkeeping habits. The Chamber representatives, who had never liked the idea of spending NMI grant monies on a facilitator when those monies could have been used for specific services, viewed the council as making little progress towards improving the basic skill levels of youth, and as getting too embroiled in controversy. The Livonia Public Schools--which co-founded the LAIEC, recruited the vice principal to be its executive director, paid one-half his salary and all his fringe benefits, and volunteered office space to the council and funds for the implementation of MOIS--also criticized the council in the end. At least one school official chastized the LAIEC for claiming accomplishments that were at least in part the result of the actions of others (including the schools), and for failing to honor its agreement to reimburse the schools for one-half the director's salary. (The council claimed that the schools should absorb this cost based on the value of the council's work to the schools.) This official also expressed his opinion that the council was losing its focus on youth and becoming too preoccupied with money and power.

In many respects, the successful implementation of MOIS in western Wayne County represented a victory in battle and a turning point in the war, at least insofar as the Livonia Area Industry-Education Council was concerned. A significant proportion of council members disapproved of the director's goals. The director, in turn, chided the Livonia members for being too conservative and limited in their approach--an approach which he considered to be due to the comparatively low unemployment rate and fiscal stability enjoyed by Livonia as compared to other communities in Wayne County.

In spite of their criticisms, the director was able to continue in his role at this time because of the support of other council members and because of the reputation he had begun to build for the council outside of Livonia. In addition to the successful implementation of MOIS in western Wayne County, the director was now actively involved with state government officials designing a program to fund Interagency Collaborative Bodies (ICBs) throughout the state. He had also established a good working relationship with those who would be involved in organizing the Wayne County Private Industry Council (PIC), and with education and work council organizers in Detroit. In short, the Livonia Area Industry-Education Council had gained a reputation throughout the state as a leader in the collaborative council movement. Indeed, another reason for the lack of council support from Livonia members may be that the director neglected to insure that they and their organizations basked equally in the glory that came to the council as a result of his controversial leadership.

The Livonia council's involvement in the wider implementation of the Michigan Occupational Information System became the leading edge of its strategy to expand its target group focus, and its jurisdictional and funding base. By July, 1979, the Livonia council had changed its name to the Work-Education Council of Southeastern Michigan (WECSM), and had moved its headquarters to Plymouth, Michigan, a smaller city just south of Livonia. The council's executive board was also expanded to include more members from outside Livonia. At about this time, the executive director who had engineered the strategy of expansion resigned to take a position with the Chrysler Learning Institute, leaving the job of healing old wounds and developing new relationships to a new executive director.

#### 5.4 Working with the PIC and the ICB: A New Phase in the Council's Development

Prior to his departure, the former director had begun two important initiatives which were designed to stabilize the WECSM's funding base and allow the council to undertake projects on a much larger scale. The director was actively seeking to have the council take a key role in the formation of the Wayne County Private Industry Council (PIC), either by establishing the PIC as a subcommittee of the WECSM, or by insuring that several members of the WECSM became PIC members as well. The council director was also seeking to establish the Interagency Collaborative Body (ICB) of out-Wayne County as a subcommittee of the WECSM. The executive director of the education and work council recognized that the purpose of these new councils was similar to its own, and that they had state or federally mandated funding which the education and work council did not have. His early hopes were to have access to the funding and programs that were associated with these councils. These hopes were dashed, however, when they were found to conflict with the interests of the Wayne County Office of Manpower, which was itself seeking to control the operations of at least one of the two new councils--the PIC. It was thus left to the new education and work council director to simply try to assist the PIC and ICB in their early development.

Two important outcomes resulted from this effort. First, the WECSM was able to substantially assist these federal and state mandated efforts to get underway in conformance to government regulations. Second, in pursuing its assistance of the PIC and ICB, activities which were far less visible than those undertaken during the council's early years, the WECSM gained some valuable time in which to consolidate its achievements and begin rethinking its role and purpose.

##### 5.4.1 WECSM Involvement in the Development of the PIC

After July, 1979, the development of WECSM itself took a back seat to the WECSM's involvement in the development of the PIC and the ICB. The origins and outcomes of WECSM's involvement in the establishment of these two councils, beginning with the PIC, is outlined below.

In late 1978, when the outlines of the Private Sector Involvement Program (PSIP) were being finalized in Congress, the deputy director of the

Wayne County Office of Manpower (WCOM) contacted the education and work council's executive director for help in organizing the Private Industry Council (PIC).

Each prime sponsor was required to organize a PIC in order to receive PSIP funds. The PIC was to be responsible for collecting information about local labor market needs and private sector job opportunities and for insuring that regular CETA programs as well as PSIP efforts conformed to those identified needs and opportunities. The PIC's membership was to include a majority of private sector representatives, but all other sectors were to be represented as well. The operations of the PIC were to be funded under PSIP.

The education and work council's meetings began to center on the issue of its relationship with the PIC. There was considerable debate over whether the goals of both councils were mutually compatible. Some education and work council members felt that the PIC goals of increased employment and improved CETA-private sector relationships were too narrow for their own broader transitional and multi-sectoral focus. They reasoned that if the PIC was separate from the education and work council, it "could be involved but still keep (its) own identity." Also, the education and work council did not have a majority private sector membership, as mandated in the PSIP legislation.

At the same time, the WCOM was in the process of building better relationships with other prime sponsors in Wayne County, including the Dearborn prime sponsor, and WCOM was seeking to cement these improved relationships by making the PIC a multi-jurisdictional council. The jurisdiction of the education work council, which had only recently been expanded to include out-Wayne County,<sup>4</sup> and which still omitted Dearborn from its province, was considered by WCOM to be too narrow for the needs of the new PIC. By July, 1979, there was no longer an issue of WECSM's taking responsibility for the PIC. In that month's session, the WECSM decided instead to simply assist in the new initiative's development.

<sup>4</sup>The phrase "out-Wayne County" refers to all of Wayne County except the major urban areas of Detroit and Dearborn.

However, an agreement was reached whereby the WECSM's new executive director was named President of the PIC, thus insuring some continuity in the relationship between the two councils.

The WECSM's new director was eager and well-qualified to assist the PIC initiative. A CETA program coordinator at the Wayne-Westland Schools and colleague of the WECSM's previous director (who had asked him to join the PIC organizational effort), the new director was knowledgeable about CETA, education and work councils, and the PIC initiative. By the end of July, the new WECSM executive director had been appointed President of the PIC by the Wayne County Commissioner in charge of WCOM, and had held the PIC's first planning session to discuss membership selection.

One particular example of the WECSM director's involvement in the PIC's operations demonstrates his interest in seeking to help the PIC better conform to the federal intent for the Private Industry Council. In March, 1980, the WECSM executive director, as PIC chairman, introduced a successful motion to modify PIC subcommittee operations in order to increase the membership's involvement in and responsibility for PIC decisions. The motion called for the PIC's program design subcommittee to be responsible not only for proposal and plan review, but also for "...issuing procedures and policy statements providing for the efficient approval of annual plan and subcontractor matters."<sup>5</sup>

Other than the executive director, two WECSM members--a labor and a community-based organization representative--also are active on the 28-member Private Industry Council. At the PIC program design subcommittee's meeting in February, 1980, the CBO representative called the subcommittee's attention to a conflict between the lengthy training time proposed in some on-the-job training subcontracts and the short period of time remaining in CETA's fiscal year. Thus, a fairly common but troublesome administrative problem that often inhibits the development of long-term training opportunities was brought to the attention of the PIC and the prime sponsor by the actions of another involved WECSM member. The WECSM's monthly sub--

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<sup>5</sup> Minutes of PIC meeting, March, 1980.

missions to the National Manpower Institute continued (through March, 1980) to predominantly feature PIC activities, thus reflecting the WECSM's view of the PIC as a primary product of its efforts.

The PIC has been less involved in WECSM activities. The PIC sees itself as an activist within the private sector for finding employment opportunities (for CETA-eligible clients). Statements such as, "Business is our client, not youth..." reflect the PIC's primary concern with outreach to the business community. Minutes of PIC subcommittee and committee meetings reflect PIC activities only, and do not mention any WECSM activities or the activities of members who are on both councils.

The WECSM has continued to perceive itself as partner of the PIC in out-Wayne County, and considers the creation and operation of the PIC as reflecting upon the success of the WECSM in carrying out its own goals. As its president and as a personal friend of the PIC executive director, the WECSM director has been quite involved with the PIC and has sought to align the PIC's operations more closely to the federal intent. Moreover, the WECSM has benefited throughout its receipt of \$25,000 from the PIC for consulting services.

#### 5.4.2 WECSM Involvement in the Development of the ICB

While the WECSM was relatively quick to relinquish a major role in the operations of the PIC, it has been less quick to relinquish such a role in the case of the ICB.

In the summer of 1979, when the groundwork was being laid for the PIC-WECSM linkage, the State of Michigan was planning a program to improve CETA-Education relationships through collaborative councils and projects. Utilizing the CETA one percent governor's discretionary funding, CETA Title II vocational education discretionary funds, and some funds contributed by the State Department of Education, the Michigan Bureau of Employment and Training (BET) and the State Department of Education made \$5,000,000 available for two types of projects:

- a) the formation of councils known as Interagency Collaborative Bodies (ICBs), to collaborate and establish linkages between CETA prime sponsors and educational agencies; and
- b) competitive demonstration-type projects resulting from the collaborative process.

From the state's point of view, the ICB program's main purpose was to provide a tangible (monetary) incentive to increase coordination between local education agencies and CETA prime sponsors. The State Department of Education, in particular, saw the program as an opportunity "to get a foot in the door with CETA and to have a role in CETA planning...even to get basic information about CETA, which is still in places perceived mainly as a funding source for teacher aides." Moreover, the State recognized the financial pressure on local education agencies. A BET official noted that CETA was already funding employment counseling, career resource centers, and placement coordinator functions in many schools, and that it may have to fund much more in the future if school millages continued to be vetoed by local taxpayers. In mid-July, immediately after he was hired, the new WECSM executive director attended a two-day statewide conference held by the BET to discuss the ICB initiative.

The WECSM applied for and received \$10,000 to plan the ICB in out-Wayne County, but controversy over the proposal erupted shortly thereafter. In the earliest planning stages, the previous education and work council executive director assisted the state in modeling the ICB upon the education and work council concept. Because of his involvement, the WECSM initially thought that it would propose itself as the ICB. Several local school districts did not approve of this, however, and their approval was necessary for program funding. The major conflict concerned membership. According to state regulations, the ICB was required to include at least one representative from each of the following education agencies: a K-12 school district, an intermediate school district, a community college, and an alternative or adult high school. The WECSM's composition did not include some of these representatives.

The local education agencies in out-Wayne County tried to convince the Wayne County ISD to take over sponsorship of the proposal, which the ISD, partly because of its conflicting role as an organization with membership in WECSM, could not do. However, the ISD did agree to help insure that each of the 36 local school districts in out-Wayne County would have one representative on the ICB. In so doing, the possibility of the WECSM simply becoming the ICB was precluded, although a compromise was reached whereby the WECSM would act as fiscal agent and project administrator for the ICB.



In anticipation of funding, the WECSM hired a project director for the ICB in November, 1979. The first ICB meeting was held at the end of November, and the first executive committee meeting in mid-December. Finally, in late March, the ICB of out-Wayne County officially got underway. The Wayne County Office of Manpower (designated by WECSM as its fiscal agent) received \$156,647 for the ICB for fiscal year 1980. The WECSM received \$28,000 of this amount to cover overhead costs and the salaries of the ICB executive director and a secretary.

Since the inception of the ICB, the WECSM has been intimately involved with the ICB as a parent organization. The goals of the ICB, which were adopted in January 1980, resemble those of the WECSM. The ICB goals are:

- 1) establishment and maintenance of a clearinghouse to disseminate information related to the delivery of employment and training programs;
- 2) compilation of a community resources inventory identifying employment and training services;
- 3) development and coordination of in-service workshops designed to address local needs; and
- 4) provision of general and technical assistance for program planning and development.

The WECSM is the fiscal agent for the ICB and houses its staff and project director. The WECSM executive director works closely with the ICB director. In addition, the WECSM executive director is a member of Wayne County Office of Manpower Youth Employment Subcommittee, and the ICB project director is his alternate. Five WECSM members are also represented on the 28-member ICB. As with the PIC, the WECSM reports monthly to the National Manpower Institute regarding its ICB activities, viewing them as integral to the WECSM itself.

In spite of the fact that the WECSM and ICB directors share certain responsibilities, the ICB still occupies a subordinate role to the WECSM, and the division of responsibilities between the two organizations is murky. As of May, 1980, the WECSM executive director expressed the hope that greater clarity in the WECSM-ICB relationship would be achieved as the ICB became fully operational.

## 5.5 The PIC, the ICB, and the WECSM: Results to Date and Implications for the Future

The PIC and the ICB were both aided in the leadership and direction they received from WECSM. Both new councils probably got off the ground sooner as a result of the WECSM's assistance. The PIC, for example, had its members selected and held its first meeting within four weeks of WCOM's notification of the planning grant award. The ICB held its first meeting in November before its proposal had been officially funded, and its first executive committee meeting the following month. Both councils had the advantage of counting among their membership a core group of WECSM representatives, including the executive director, who could assist with membership selection, bylaw development, and the implementation of a committee structure.

The WECSM also benefited from its relationship with the PIC and the ICB. The education and work council gained broader exposure in the out-Wayne County area. By playing a role in the development of councils which are important to both state and federal employment and training establishments, the council enhanced its credibility at these levels of government, as well as with CETA prime sponsors, private industry groups, and education agencies at the local level. Finally, through the PIC and the ICB, the WECSM was able to garner some funding to sustain its efforts. It received \$2,500 from the PIC in fiscal year 1980; it received \$28,380 from the ICB in the same year, with equal amounts projected for 1981, 1982, and 1983.

The WECSM has recognized, however, that it cannot depend on the actions of other institutions to guarantee its survival. For example, it has undertaken a four-year foundation-funded effort with a local college to act as coordinator of a community-wide learning and service program. As part of its responsibilities, the WECSM is identifying and researching existing continuing education among workers, citizens, and industry, and existing linkages between resources and needs. The WECSM is also establishing a communications network which involves computer access and audio-visual, remote learning services which will facilitate the community's ability to access educational programs and resources. For its role, the WECSM expected to receive over \$400,000 through fiscal year 1983.

The question remains, however as to how the WECSM will work with the PIC and the ICB in the future. The WECSM's involvement in the development of the PIC and ICB provided the WECSM with a short-term agenda, but many members are not satisfied with simply helping other organizations fulfill their mandates. And, while the executive director cautions that "... (WECSM's) goals have to be flexible...and...universal enough" to allow it to pursue opportunities to facilitate projects sponsored by other groups, other council members are saying that the WECSM needs to develop its own agenda of specific goals and objectives, and that its output needs to be more visible if it is to remain a viable organizational entity. This debate was at the center of the council's attention as of May, 1980, with no clear resolution in sight.

## 6.0 INVOLVING THE PRIVATE SECTOR IN PUBLIC POLICIES AND PROGRAMS: A CASE STUDY OF THE SANTA BARBARA COMMUNITY CAREER DEVELOPMENT COUNCIL (CCDC)

The Santa Barbara education and work council, known as the Santa Barbara Community Career Development Council (CCDC), is an example of a council which seeks to achieve greater business involvement in youth transition from school to work. Six of the 12 council members are from the private sector; all six are chief executive officers of their firms. The council's major activity is a career counseling program for high school students in which volunteers from the private sector meet at their places of business with students in one to three individual sessions. As of April, 1980, over 300 private sector volunteers have counseled 868 high school students, with all 12 high schools in Santa Barbara County participating.

Although the council executive director has been responsible for the staff work associated with this counseling program as well as other council activities, the leadership of the council lies squarely with the members, a few private sector representatives in particular. Indeed, it is the active, sustained involvement of a few high-level private sector representatives on a specific public policy issue that most distinguishes the CCDC from other education and work councils as well as other federal private sector involvement initiatives.

The CCDC is also unique among councils for having identified a specific goal and for having eschewed other, sometimes hidden agendas. Unlike other cases presented in this volume, the CCDC has not attempted to become a catalyst for institutional change or to become a community service agency. It has not sought to influence or take responsibility for the development of other local councils. The CCDC has not sought to expand its target area and it did not even apply to the National Manpower Institute for the maximum amount of third year funding.

This case study reveals the factors that shaped the CCDC's particular agenda and contributed to the CCDC's achievements: it also reveals some of the trade-offs of the CCDC's approach.\*

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\*For a descriptive summary of the CCDC's structure and membership, and the full range of its activities, see Appendix A, Part IV.

## 6.1 The Council's Chosen Direction

The Santa Barbara Community Career Development Council is an organization whose name reflects two of its key characteristics. Although "Santa Barbara" could refer to either a city (population 73,800) or a county (population 292,500), the Santa Barbara Community Career Development Council was formed to encourage and support career development efforts in the city and its immediate surroundings (hence the word "community" in its name). The council members all live and work in or near the city, and the council activities, except for the counseling program, have focused on the high school district which serves the city.

Likewise, the term "career development" in the council's name, refers to its orientation toward career guidance, career education, and basic skill development. In contrast to many councils, CCDC operates in an area where the immediate economic security of youth and the socio-economic barriers to career entry are less severe than elsewhere. In addition, the city of Santa Barbara lies in the section of the county where employment opportunities are the greatest. It is not surprising, therefore, that the council in Santa Barbara focuses on career development rather than on the provision of employment opportunities for youth.

The CCDC took upon itself the specific mandate to encourage a career development orientation in the secondary schools. The council spent its first six months developing a four-point statement of goals and objectives. The statement reads:

1. Develop throughout the secondary school experience the basic understanding that employment is one of life's most rewarding experiences, giving one a sense of personal worth as well as supplying the necessity of income; that the likelihood of achieving one's maximum satisfaction is enhanced by examining work opportunities in the light of one's own interests and aptitudes; and that all of the careers of the world are wide open to everyone without limitation due to sex, race or creed.
2. Bring together and describe in a comprehensive manner all efforts made to provide occupational or career guidance and training.

3. Make it possible for every person over 15 years of age in the community to successfully participate in an occupation as a result of having acquired the basic academic skills.
4. Make it possible for every student who graduates from a local high school to have explored in significant depth, with the help of a trained teacher or counselor or someone working successfully in the field, at least one job in an occupational cluster of his or her choice."

The first point is not really a goal, but rather a description of the desired result of the interventions known as career education. The second point is a specific objective, one that was met within six months of the council's first meeting. The third point reflects the council members' awareness that basic reading and math are prerequisites for success in an occupation, and their intention to support all programs teaching basic skills. The fourth point reflects the council's interest in improved counseling for youth, a goal which is rapidly being achieved by means of the council's employer-based counseling program mentioned earlier.

As is clear from the contents of the goal statement, the Santa Barbara Community Career Development Council is concerned with "careers" rather than "jobs", with long term career enhancement rather than with increasing opportunities for youth to earn money. The CCDC has also made considerable progress towards achieving its goals.

## 6.2 The Santa Barbara Environment

The Santa Barbara education and work council's focus on private sector involvement in career education can best be understood in the context of the community's sense of pride and satisfaction with itself, as well as its geography and socio-economic climate. Santa Barbara, California is a city of about 70,000 adjacent to an unincorporated area (Goleta) of about the same size. It is this "south coast" area which the council's efforts focus on, although it serves the entire county through the employer-based counseling program.

The Coastal area, 100 miles north of Los Angeles, is the home of media figures and wealthy retirees, as well as the former home of President Ronald Reagan. With a benign climate, a preponderance of Spanish

white-washed architecture, and a large tourist flow, the city sandwiched between the mountains and the ocean appears to be affluent and secure.

The rest of the county lies on the other side of the mountains. Some towns are quite wealthy. Others, like Lompoc, include high-ranking retired military personnel, professional people, and ranchers as well as working class and lower middle class enclaves.

In the county, the percentage of blacks projected to be counted in the 1980 census was 3.4 percent. The number of Spanish Americans was projected at 15.9 percent.<sup>1</sup> Many of the Spanish Americans live in Santa Maria, a large agricultural community in the northern part of the county. In 1979, the largest civilian employment sectors were services (attributable to the tourist industry), government (attributable to the University of California at Santa Barbara), and wholesale and retail trade. There is also a fairly substantial non-civilian labor force in Santa Barbara County, as the county is the home of Vandenberg Air Force Base. These sectors provide a greater proportion of jobs in Santa Barbara County than they do in the state as a whole. Manufacturing, however, is only half as important locally as in the state as a whole. Overall unemployment was 6.0 percent in June, 1980; youth unemployment was estimated at 14.4 percent.<sup>2</sup>

A local businessman and council member stated: "This isn't your standard community; it's not middle America. Power is passed around. It's a community of personal convictions, split between growth and no growth, freeway and no freeway. The only thing the people here agree on is that they all want to live in Santa Barbara. It's a tremendously wealthy community."

The type of industry and the low unemployment rate in the county have made it possible for the CCDC to focus on career development rather than youth unemployment. The active involvement of the private sector appears to be a reflection of the sense of power that these community

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<sup>1</sup> California figures do not separate Spanish Americans by race.

<sup>2</sup> Telephone conversation with California Employment Development Department, Research Division, January, 1981.

representatives' feel over their lives. Indeed, the Santa Barbara Community Career Development Council was formed under the auspices of an active local chapter of a national business organization--the National Alliance of Business.

### 6.3 The Council's Private Sector Mode of Operations

The National Alliance of Business (NAB) is funded by the Department of Labor to encourage business people to hire members of groups who are disadvantaged in the labor market. Since its founding in 1968, the NAB has conducted job campaigns for Vietnam-era veterans, ex-offenders, welfare recipients and economically disadvantaged job seekers. It has promoted summer jobs for youth through its Summer Jobs and Vocational Exploration (VEP) programs. Its involvement in career guidance has gone beyond VEP, as it also sponsors a Youth Motivation Task Force (disadvantaged youth counseled by successful individuals from the same background) and a Career Guidance Institute (workshops and plant tours for school guidance counselors).

Because of NAB's on-going relationship with the Department of Labor and its experience in career guidance programs, it was chosen by the Department of Labor to be one of three organizations to sponsor a demonstration program of education and work councils. Out of over 100 local chapters, NAB chose five which had the strongest youth orientation, and added a staff member to each to direct the education and work council. Although the other four NAB-sponsored education and work councils ceased to function as such when the special funding ran out, the Santa Barbara council obtained its own funding and continued to be active.

The CCDC has taken the NAB model of active participation and top level membership into the arena of youth transition from school to work. The CCDC consists of 13 members, all but one the top official in his or her organization. Moreover, it is the policy of the council that no alternates are permitted to be designated or to attend meetings.

A second council policy is that of 100 percent participation. Meetings are held on the third Friday of the month from seven to nine in the morning at the County School Board conference room. Members rarely miss meetings despite their management responsibilities in their own



organizations. If a reason for participation can be ascribed, it might be that these top executives of business, government, and education enjoy the company of their peers. There is a sense in the meetings that the members' similarity in status is more significant than their differences in institutional priorities.

There are a number of council characteristics that reflect its association with NAB. Five of the six business representatives were recruited from the NAB Advisory Board. The sixth businessman is a small business owner who has been a member of the Chamber of Commerce education committee. Another sign of the CCDC's ties with NAB is the active involvement of the local NAB director and the two NAB youth managers. These staff members help coordinate programs sponsored by NAB and the council. Finally, although the council director is no longer on the NAB payroll, she retains her office in the NAB headquarters and has a NAB-paid secretary available to her.

Although it is a self-determining council, the CCDC is a subcommittee of the NAB Advisory Board whose projects are also NAB projects. The overlap is not a coincidence; the local NAB office intended that the education and work council grow on fertile ground and be nurtured by existing volunteer efforts.

The close association with NAB is a unique feature among the councils discussed in this report. Many other councils have considered being independent of any community institution as an important prerequisite to wielding influence in the community. In Philadelphia, for example, the council has been able to have impact as a mediator between local organizations competing for subcontracts with the CETA prime sponsor. In other sites, councils have been active in bringing representatives of community institutions together for the first time in a context of joint responsibility for policy making and activity sponsorship. The CCDC, on the other hand, has used its association with NAB to give it a set of common assumptions (i.e., that business needs to be active in career awareness programs for youth), a source of reliably active and prestigious members, and a built-in source of credibility in the community. The CCDC's NAB association also increases the prospects

for continued support of CCDC activities, by virtue of the local NAB office's prestige and its established record of service in the community.

#### 6.4 The Council's Style: Select Limited Goals and Carry Them Out Fully

As noted earlier, the CCDC's goals contain both statements of purpose as well as more specific objectives. They center on career education and preparation and do not include any short-term employment outcomes. Although it is possible that this choice of emphasis reflects the reluctance of this business-dominated council to commit to hiring youth, the NAB record and the expressed concerns of council members indicate that their focus on career education is rather a response to their personal sense of the needs of youth in the Santa Barbara community.

One council member, a businessman, commented on those needs as follows: "Kids today are not as well-prepared as they used to be. They have more education but less skills. We're lucky if they get two out of the six arithmetic problems right on our company's screening test."

A top school official offered another point of view. "Business doesn't know what goes on in the schools. The council is a platform to show them. The image of the schools is currently low, but the reason is that more and more kids stay in school, even if they don't want to. Kids like that don't care how they score on a standardized test. We need to find something else for these recalcitrants to be doing."

The importance of the council's statement of goals and objectives lies not only in the type of goals chosen--goals related not to work itself but to career planning--but also in the willingness of the council to test any proposals for activities against that statement. In its first year the council was asked by the county-wide vocational education program for help in finding an industrial site for its course in electronics assembly. Although one member did assist in this effort, the council as a whole agreed that their purpose was to influence policy, and that responding to such requests would be inconsistent with their purpose, and would be a digression from their goals.

In addition to setting goals, the council's first year was devoted to developing the Community-Wide Career Education Plan. The plan, developed by a council subcommittee, contains a set of basic assumptions and a general goal or policy statement--"to develop the skills needed to assess, select, prepare for and pursue avenues which lead to life/career fulfillment." Learning objectives and implementation responsibilities of the schools and the business community were also delineated in the plan.

A committee of the council, including two business leaders and a third businessman who was a former president of the school board, took the completed plan to a meeting of the Santa Barbara High School District School Board. They asked the Board to endorse the career education policy statement, and the Board did so.

The council's petition for the School Board's endorsement of its plan was strategic. A year later, under pressure from Proposition 13, the Board proposed to eliminate the positions of junior and senior high school career technicians--staff members who supervise career centers. The council members who had first introduced the plan returned to the budget hearings and reminded the School Board of its endorsement. This reminder resulted in restoration of three of the five career technician positions which were to be eliminated.

There is no proof that the private sector leadership of the CCDC was responsible for the success of these meetings with the School Board. It may be that the council's policy of admitting only highest level sectoral representatives was more significant than its business orientation. Businessmen or not, the individuals who testified were a prestigious group. However, the leadership and backing of the private sector, and the infusion of the private sector's "management by objectives" approach, may have served to encourage the council members to adhere to their goals and to demand that the School Board do so as well.

Unfortunately, the council's success in influencing public policy towards career education has been temporary. In January, 1980, the council voted to appear again at the School Board's budget hearings to remind the Board of its commitment to career education. This time one

council member, a retired General Motors chief executive, appeared before the School Board. The council president described the result. "There is a budgetary problem, so nothing happened. They've cut their counseling staff. The career technicians are essentially gone. They've emasculated the entire program. Declining enrollment is really putting the squeeze on. You've got the high cost of teachers because of tenure and Proposition 13 is just starting to wreak havoc."

#### 6.5 The Private Sector Involvement Project and Its Employer-Based Counseling Program

While the council's policy-level initiative was derailed, an unexpected new resource for underwriting its crusade for career education emerged--national and local CETA funds. As a result of this opportunity, the CCDC was drawn into a CETA program effort that triggered the council's recognition of the special needs of disadvantaged youth.

The Santa Barbara Community Career Development Council participates in an activity which emphasizes participation of private sector individuals in the career guidance of high school students. This activity is known as the Private Sector Involvement (PSI) Project,\* with original funding from CETA through Youthwork Inc. for \$260,000. When first funded in 1979, the Project consisted of two parts: five hundred high school seniors were to be counseled by individuals in the community who work in private sector jobs of interest to the student. The student would visit the counselor at the work site three times. The second part of the original project was on-the-job training (OJTs) for 120 CETA eligible students who had completed the counseling component.

The grant application process was initiated by a former council director who learned of the availability of grants from Youthwork Inc., a private organization established to develop programs and distribute funds on behalf of the U.S. Department of Labor. She broached the idea for a proposal to a council member, the Superintendent of the County Schools. Since the County Schools had been operating most of the CETA programs for

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\* This project is not to be confused with the PSIP created by CETA Title VII.

youth in the county, the former council director felt that the Schools had the requisite experience and would have credibility as the primary operator. For its role, the council could foster active business involvement in the project.

There were three key institutional participants named in the proposal. The county school system was to manage the project and supervise in-school liaisons who were responsible for recruiting students to participate in the PSI project; the National Alliance of Business (the CCDC was not mentioned) was to recruit and train employer-based counselors; and the Employment Development Department (California Job Service) was to obtain OJT placements for 120 CETA eligible-high school students. Five High schools in different parts of the county were to participate.

The council debated whether or not to participate in the PSI project. Some members did not want to get involved in CETA, claiming that CETA's usual approach was to "(provide) government with low-cost personnel and (not) do anything to prepare them for the private sector." Others felt that CETA simply "deals with the same people over and over again." Still others feared that the pursuit of grants would compromise the low profile, policy-focused style of the council. The council agreed to participate when its members referred to their goal statement and found the following:

4. Make it possible for every student who graduates from a local high school to have explored in significant depth, with the help of a trained teacher or counselor or someone working successfully in the field, at least one job in an occupational cluster of his or her choice.

The council members perceived the PSI project as consistent with their goals and therefore agreed to support the project themselves as well as to have the council director be placed on the project payroll in a staff support capacity. Members have undertaken the following supportive activities:

- encouraged their own employees to serve as employer-based counselors (EBCs);

- encouraged their business acquaintances to volunteer as EBCs and/or to invite their employees to do so;
- drafted a letter on Chamber of Commerce stationery to 1200 members urging them to participate; and
- secured the services of a NAB Advisory Board member who is a training consultant to conduct training sessions for EBCs.

The council director worked for the PSI project almost full time. She contacted potential EBCs and explained the program. She conducted the orientation and training sessions for EBCs (the professional trainer has been dropped). She made presentations at civic organization meetings and to the media for purposes of recruiting EBCs. Beginning in April, 1980, the council director began to assist the in-school liaisons in developing training slots, a responsibility that was taken over by the County Schools after some dissatisfaction with the performance of the Employment Development Department (EDD). Finally, she developed and presented job finding workshops for students participating in the PSI program.

The PSI project is particularly suited to a business-oriented council. It permits the CCDC to use its influence with other business groups in a way that contributes significantly to a career education activity. Without the NAB and the Chamber of Commerce, recruitment of private sector volunteers for EBCs (there were 300 as of May, 1980) would have been much more difficult. Further, the council members were able to make a contribution to the project themselves rather than only through a staff person.

The CCDC's involvement in the PSI project caused the council to reconsider its goals and its attitudes towards collaboration with CETA. In October, 1979, a three-person committee (a businessman, a school superintendent, and the council director) met to review the original goals and objectives statement. They assessed whether the goals were still needed to further the stated goals and objectives. Their assessment was presented at the next council meeting. Among other actions taken as a result of the meeting, two council members (one secondary and one post-secondary educator) agreed to compose a fifth council goal..

The fifth goal recognized the special needs of disadvantaged youth, a group that the council had no particular interest in when it originally set its goals, but one that it had more experience with since then through the Employer Based Counseling program and the PSI project. Thus, the council has broadened its goals statement by including target groups that were previously excluded from the council's concern.

One component of the PSI project has not worked well, and it illuminates an avenue where further private sector involvement on the part of the CCDC might be useful. The plan for on-the-job training (OJT) opportunities for 120 disadvantaged participants in the counseling program met with limited success, as symbolized in Figure 6.1. The contract with Youthwork Inc. called for 60 seniors in high school to work in OJT jobs from March to September, 1979, and another 60 new seniors to begin OJT in July and complete it in December. By September, only 29 students had actually been placed in OJT slots.

The source of the problem was a subject of some dispute among the actors involved. The responsibility for OJT placements had been given to EDD, the Job Service in California. In-school liaisons who referred youth to EDD for OJT found that many eligible youth were involved in extra-curricular activities during the prime after-school work time. The liaisons found that still other prospective project participants were already employed in CETA-sponsored youth employment programs. PSI project management recognized these barriers to referral, but nonetheless considered EDD's productivity deficient. For its part, EDD staff had experienced high turnover, and one staff member noted that EDD had found it easier to place youth in fully subsidized jobs through other CETA programs.

The difficulty with the OJT component of the PSI project may also illustrate the difficulty of providing services to disadvantaged youth who reside in areas that are popularly considered to be affluent. The problem may be one of locating the youth in need. According to the Santa Barbara County Schools, which administer the majority of CETA youth programs in the County, "...over 900 in-school youth were found eligible and served (in only two summer youth programs)...if additional funds were available, twice that number would have been found eligible and placed."

Figure 6.1

SAMPLE OJT OUTCOME RECORD  
PRIVATE SECTOR INVOLVEMENT PROJECT\*

- Efren - Orientation given, 4 contacts made, orientation period completed and contract entered into. Efren returned to complete high school and hours conflicted with job so he had to quit. He was promised a job there as soon as he could return. (Forms & Surfaces - successful completion).
- Michael - Orientation given - has summer job already lined up with B&B Tree Service for approximately \$3.50/hr.
- Robert - Orientation given - already employed at Cate School. Did 2 contacts and then discovered Robert had a trip to Europe planned for a good part of the summer.
- Laura - Orientation given, - 2 contacts, orientation period successfully completed, contract entered into. Laura quit to go to Mexico with her family. (Omwig's True Value Hardware Store - contract terminated).
- Henry - Orientation given. Henry is involved with school football team.
- Jerry - Orientation given - was involved in baseball until after graduation. Two contacts made, orientation period completed and contract entered into. Jerry quit to go to college, he was offered a part-time job at OJT site but wanted to participate with college baseball. (Essex Transducers Corp. - contract terminated)..
- Mario - Orientation given - student body president and participating in football; not available for OJT.
- Tim - Orientation given; Tim had numerous summer vacations planned so really not available for OJT. Have recontacted him and will be developing OJT for him.
- Armando - Orientation given - 2 contacts made, he was offered a training job but accepted other employment.
- Angel - Orientation given; participating in football.
- Polly - Orientation given, 9 contacts made, Polly accepted job at Carpinteria High School in office for NYC program.
- Lucy - Orientation given, 10 contacts - 1 interview. Lucy decided not to work this year.
- Cynthia - Orientation given - questionable eligibility for OJT program.
- Marty - Orientation given - awaiting return of eligibility form.

\* Source is PSI progress reports to Youthwork Inc.



It would appear that the county school system believes that there exist many more disadvantaged youth in Santa Barbara than is popularly recognized or served by CETA.

It is also possible that the idea of providing OJTs for in-school disadvantaged youth may have been ill-conceived. Most OJTs require full-time attendance on the job, and in-school youth have at most two months' of time available during the summer to participate in OJTs. Moreover, OJTs that can be completed in as short a time as two months are certain to be positions that employers usually fill with CETA-eligible youth on full subsidy, as noted by the Employment Development Department.

In March, 1980, the project's grant was amended to reduce the number of OJTs to 88 and to add 34 student interns. These interns would be given six weeks of fully subsidized work. OJTs in contrast, receive a four-week fully subsidized orientation and a variable period of 50 percent subsidized training. The purpose of adding internships was to permit employers to receive 100 percent subsidized workers and to relieve them of the paperwork associated with OJT contracts. The placement responsibility was removed from EDD and given to the liaisons in each of the participating schools, with the CCDC executive director providing assistance. The proposal redesign seems to have been an improvement; as of November, 1980, 120 OJT and internship contracts had been developed.

As the private sector council members found the PSI project exciting, and they were very successful in involving the private sector in the counseling program, it seems likely that they could also be successful assisting in the development of OJT contracts. Council members were pleased when the internships became available because they felt that one of the reasons why OJTs were not being offered was that employers refused to deal with CETA training contracts. In addition to offering the services of their director, the CCDC members could assist in developing OJT placements, in reducing employer paperwork associated with OJTs, or in using their employer network to locate disadvantaged youth who need OJT, as opposed to internship, placement.

The PSI project and related CCDC activities have garnered further funding and deepened the council's relationship with CETA. Because the PSI project was not expected to spend its budgeted funds by June 30, 1980, Youthwork Inc. granted the PSI project a time extension, through September, 1980 and an additional \$42,750 to support the new internship component in which the council director, with the active encouragement of the membership, is involved. In addition, the local Private Industry Council (PIC) approved several CETA grants to NAB for programs being operated by the CCDC: a \$6,941 grant for a special senior class placement program in one high school; a \$3,000 grant for a Career Guidance Institute, and a \$40,139 grant to offer the Vocational Exploration Program during the summer. Thus, through its continuing support of and participation in the Private Sector Involvement project, the council has extended its involvement with CETA and disadvantaged youth.

The extension of the CCDC's influence to CETA-eligible, disadvantaged youth is significant. A number of council members had previously expressed disdain for CETA and its programs. Since then, council members have become aware of the special needs of CETA participants. Indeed, the CCDC has added a goal of seeing that disadvantaged youth receive necessary career guidance services. The council president commented on the council's recent work with CETA programs, noting that it represented "...an expansion of the council's awareness..." of what is needed.

A process parallel to the evolution of the council's involvement with CETA has been its association with the PIC, which funds private sector training programs for CETA clients. When the PIC was founded, the council agreed to support this attempt of CETA to involve the private sector. PIC funding of the two career awareness programs mentioned above (plus the NAB Career Guidance Institute presented in May, 1980) is a result of the active involvement of the CCDC president and the NAB director as members of the PIC.

#### 6.6 Summary of the CCDC's Approach and Its Results

The decision to specify a limited set of goals was unique to the CCDC. Other councils sought to allow themselves the flexibility to

alter their goals over time. Indeed, some councils felt that the ability of the education and work council to be responsive to community needs-- whether those needs called for collaboration to improve CETA services in a large, urban area or to bring economic development to a high-unemployment, rural area--was precisely the essence and beauty of the education and work council concept. From this perspective, it is clear that there are trade-offs to CCDC's approach, for while the Santa Barbara council was actively involved in increasing opportunities for youth to learn about careers, it was not assisting the community in fulfilling other youth transition needs implicitly articulated by CETA program administrators and made visible by the difficulties these administrators were having with the OJT component of the PSI project.

On the other hand, the Santa Barbara Community Career Development Council has made considerable progress towards those goals which it has set out to reach. The reasons for its success are several. Its close affiliation with NAB gives it a level of credibility with the business sector that could not be achieved if the council was a new, unaffiliated body. Its close tie to the County Schools (through the Superintendent who is a council member) allows it to get involved with the CETA grants awarded to the schools without having to compete directly for funds. Other strong points include the commitment and the sustained involvement of the NAB office and a few influential businessmen, and the representation on the council of high-level officials from all sectors. Through these means, the Santa Barbara council has found a way to involve business leaders actively in at least one aspect of the youth transition process. Moreover, the CCDC has found a way to involve the private sector in efforts--such as employer-based counseling and public policy development and support--which are relatively unique to the private sector and which take good advantage of the private sector's particular experience and status in the community.

## 7.0 OVERCOMING OBSTACLES TO COLLABORATION

In Chapter 2.0, we reviewed some of the impediments to collaboration that affected councils studied in Phase I. Impediments to collaboration with the economic development sector, the private sector, and other local councils included:

### CETA

- variance in target group or jurisdictional focus between council and prime sponsor
- lack of understanding on the part of the council as to CETA's purposes and functions
- poor image of CETA
- anti-federal bent of some communities or their councils' membership

### The Economic Development Sector

- lack of recognition of an economic development sector
- lack of funds available to councils from economic development organizations
- variance in purposes between councils and economic development organizations
- lack of an equal partnership among federal economic development, education, and employment agencies in the establishment of the National Work-Education Consortium project

### The Private Sector

- tendency of the same private sector officials who participate in public projects to participate in efforts such as education and work councils, with few additional, new private sector resources being sought
- distaste for councils' perceived "process" orientation
- hesitancy of private sector council members to involve other private sector individuals in council activities
- reluctance to participate on the same council with union representatives

### Other Local Councils

- lack of familiarity with other local councils
- differences in the missions and operations of other local councils
- differences in the compositional requirements of other local councils

The four case studies contained in this volume illustrate that many of these obstacles can be overcome, although usually not without considerable commitment, perseverance, internal council unity and often creativity on the part of the education and work council staff and members.

In this section, we review and comment on the factors that encouraged or inhibited collaboration in each of the cases presented in this volume. Some new information is also provided in order to contrast each council's experience with a particular sector to the experience of the other three councils with the identical sector. The discussion illustrates the foremost role of council executive directors and leaders in initiating and sustaining cooperative efforts, although four general sets of factors (as listed in Figure 7.1) are discussed in this chapter.

### 7.1 Collaboration with CETA

The Southeastern Michigan, Gratiot County, and Santa Barbara councils all had some contact with CETA. Indeed, among the four councils considered in this volume, relationships with CETA were far more prevalent than relationships with other local sectors. But none of the sites in our Phase I or Phase II group illustrated the degree of collaboration with CETA that the Education to Work Council of Philadelphia did; in none of these sites was the linkage characterized as it was in Philadelphia by a recognition of mutual interests, mutual responsibility-taking, and sustained mutual involvement in activities performed by either organization.

There were considerable incentives, and virtually no disincentives, to CETA-council collaboration in Philadelphia. The following incentives initially encouraged the EWC to work with CETA:

Figure 7.1

FACTORS ENCOURAGING AND INHIBITING COLLABORATION

- Council-related factors
  - council goals
  - council target groups and jurisdiction
  - relationship or degree of consensus among council members and staff
  - commitment, abilities, and creativity of council leadership in the pursuit of collaboration
- Sector-related factors
  - organization's goals
  - organization's target groups and jurisdiction
  - relationship or degree of consensus among subunits of the organization
  - commitment and abilities of the organization's leadership in the pursuit of collaboration
- External factors (related to the community as a whole or to the council or organization in particular)
  - political history or conditions
  - economic or employment history or conditions
  - funding prospects
  - local attitudes
  - special events and circumstances
- History or Nature of Relationship Between the Council and the Sector with Which Collaboration is Sought

- The majority of the councils' most active members are representatives of the education sector or representatives of community-based organizations (CBOs) who receive, or would like to receive, CETA contracts.
- The EWC saw its own mission in terms that were congruent with one of the CETA prime sponsor's goals: to help youth, particularly disadvantaged youth, get jobs.
- The local CETA agency was the fifth largest in the nation, and a major force in the city's economic and educational life; the agency could therefore have a critical impact on youth unemployment and other youth transition problems.

For its part, the local CETA agency (OET) was encouraged to collaborate with the EWC because:

- The problem of youth unemployment was staggering; no one agency or council could hope to solve it working alone.
- The OET was understaffed and overworked; the prime sponsor disbursed funds to numerous agencies to run its programs, but had insufficient staff to provide the assistance needed by program operators.
- Political events in the city prior to 1980 caused the prime sponsor to avoid the limelight and utilize other groups in the city to the extent possible to undertake some of the prime sponsor's more visible community activities.

Once the collaborative process between CETA and the EWC had begun, it seemed to generate its own momentum. However, as we indicated in the case study, internal CETA disputes and external events or crises such as the lottery machine scandal and the ballplayers' practice schedule also came to play an important role in the development of collaboration between the organizations. These factors aided the EWC in its collaboration with CETA, primarily because the EWC director was able to utilize the opportunities presented by these disputes and crises to consolidate his organization's standing with CETA.

When collaboration is successful, as it was in this case, there are other factors involved that are not necessarily central to the incentive structure of either organization, but rather factors which "support"

the process throughout. Perhaps the most important support for the continuing collaboration between the EWC and the OET in Philadelphia came from the willingness of the CETA prime sponsor to engage in collaborative activities.

In contrast, several factors rendered collaboration with CETA more difficult in Southeastern Michigan, Gratiot County, and Santa Barbara. Unlike the OET, the CETA organizations in these sites were not universally perceived as influential or as important providers of local employment and training services for youth. In Gratiot County and Santa Barbara, programmatic differences reduced the desire to collaborate: whereas the CETA agencies focused on disadvantaged youth, the councils in these sites considered the entire community (Gratiot County) or all youth (Santa Barbara) as their target population. Finally, the Gratiot County and Santa Barbara councils represented conservative business and community interests that were reluctant to become involved with CETA programs; the CCDC in particular disparaged CETA as an ineffective bureaucracy struggling to do a job that only the private sector could accomplish.

In Gratiot County and Santa Barbara, these disincentives to collaboration with CETA were at least partially overcome because of the interest of the executive director or a few council leaders, and their successful effort to illustrate how collaboration with CETA would enhance the council's own goals. In Gratiot County, several members of the MMCAC were reluctant for the council to become involved with CETA. The MMCAC executive director began a campaign to talk to individual council members about CETA, and to discuss how CETA funds could benefit the entire Gratiot County community. Meanwhile, the executive director was making some overtures to the local CETA representative,\* but without much

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\* At this time, Gratiot County came under the Balance-of-State (BOS) prime sponsor jurisdiction. Since the Balance-of-State jurisdiction is quite dispersed and diverse in Michigan, it is divided into fourteen areas; each with its own administrative office to handle the allocation of funds and the reporting requirements of the BOS. The administrative offices have little power over allocation decisions within the BOS, which are made at the state level.



success. (Squabbles between the MMCAC executive director and the BOS CETA representative were labelled as personality conflicts, although it is likely that they also reflected basic differences in operating authority between the two organizations.)

As a result of the poor reception received by the MMCAC, its director sought--and succeeded--to change Gratiot County's prime sponsor affiliation to the Grand Rapids Area Employment and Training Consortium (GRAETC). Once this move was accomplished, the MMCAC enjoyed a better relationship with Gratiot County's local CETA prime sponsor. The council was granted funds to develop a more extensive employability skills development training package that had previously been available through the GRAETC. Later, the MMCAC's executive director was appointed to the GRAETC Planning and Private Industry Councils as well. Gradually, the combination of council preparation for CETA collaboration (nurtured over several years by the executive director), the visible benefits of this collaboration (funds for a needed program), and the council's own overriding interest in collaboration (a primary goal of the MMCAC), helped to facilitate increased future collaboration between the two groups. Of course, the MMCAC executive director's track record of earlier programmatic achievements and the stark reality of high unemployment and low incomes in Gratiot County helped to fortify her arguments for council collaboration with CETA there.

The private sector-oriented Santa Barbara CCDC was also reluctant to work together with the local CETA agency. No overtures to CETA were made, and no discussion of possibilities for collaboration with CETA was entertained by council leadership. In 1978, a few council members--representatives of county schools--heard about a possible CETA grant through Youthwork Inc. that seemed to tie into the CCDC's goal of providing career education to every youngster in the Santa Barbara community. These council members successfully convinced the other CCDC members to join with the County Schools (the primary CETA program operator in Santa Barbara) and the Employment Development Department in sponsoring a proposal for this grant. As we know, the CCDC agreed to perform the responsibility of recruiting and training employer-based counselors who would provide career and occupational education to eligible youth participating in the project. Thus, council members played an important role in

initiating CETA collaboration by recognizing an opportunity and demonstrating a connection between the project and the council's own goals of career education.

The disincentives to CETA collaboration in Santa Barbara have not been entirely overcome, however. Outside of the council's participation in the PSI project, there has been little evidence of council-CETA collaboration. If the CCDC's resistance to CETA collaboration had been diminishing, we would have expected the CCDC to undertake to assist CETA (i.e., the County Schools) with the problem it was having locating and signing up youth for OJTs. Moreover, no direct links--such as representation on each other's boards--have been established between the CETA prime sponsor and the CCDC. The CCDC clearly places collaboration with CETA as subsidiary to its main goal of enhanced career education, unlike the MMCAC which holds collaboration to be a primary goal of its efforts.

In the Gratiot County and Santa Barbara cases just presented, council leadership plays a critical role in overcoming initial resistance to council-CETA collaboration. Council leadership initiates the collaboration. In the case of the MMCAC, the council leadership prepares the membership for collaboration, allowing time for council members to become acclimated to the idea. In both cases, it is important for council leadership to demonstrate how this collaboration will enhance the council's own goals. Ultimately, however, the content of council goals may play a significant role in determining whether the collaboration continues, indeed, in allowing us to label a cooperative effort "collaborative."

It is possible to contrast the sets of factors that operate in the EWC's case with those that operate in the cases of the MMCAC and CCDC. In Philadelphia, the executive director certainly played a critical role in initiating and sustaining collaboration with CETA. By and large, his efforts were strongly supported by the council's membership, although some concern was expressed over whether the EWC executive director's role as an extension of the prime sponsor's staff might not be becoming too inseparable from his role as executive director of the EWC. But the political history of CETA in Philadelphia, the internal disagreements between the regional Department of Labor and the local prime sponsor, the crises that threatened to create considerable embarrassment for the prime sponsor,

and the very visible high unemployment among minority youth, certainly contributed to the collaboration which emerged between CETA and the education and work council in Philadelphia. Indeed, all four sets of factors cited in Figure 7.1 were strongly operative in this site, whereas council-related factors predominated in paving the way for council-CETA collaboration in Gratiot County and Santa Barbara.

The importance of both council-related and CETA-related factors is demonstrated in the case of the Work-Education Council of Southeastern Michigan's attempted collaboration with CETA. Once again, the role of the executive director in initiating collaborative efforts is critical. He encouraged the Livonia and Wayne County CETA prime sponsors to provide funds to support an expanded MOIS in Wayne County, and he was successful. In the meantime, he was also seeking to expand the council's jurisdiction away from Livonia to out-Wayne County, where the council could take advantage of the greater funding opportunities available through the Wayne County prime sponsor. The executive director believed that this expansion strategy was essential if the council was to fulfill its role as a collaborative agent. At the same time, many council members believed that the expansion strategy was a play for power on the executive director's part. By the time a concrete opportunity for linkage with the WCOM emerged (collaboration in the establishment and operations of the PIC), the executive director no longer had the support of his council's membership and was forced to resign. Prior to his resignation, however, he made an agreement with WCOM's deputy director that the new WECSM director would be appointed President of the PIC. In so doing, the former executive director left the door open for future WCOM-council collaboration.

Regardless of whether the WECSM's first executive director was motivated by power, commitment to collaboration, or some combination of the two, it is clear that his efforts were dealt a sharp blow when they were found to be in direct conflict with the interests and agenda of the WCOM. Thus, although the executive director played a critical role in initiating joint activities and in helping to insure that opportunities for future collaboration would not be foreclosed, his primary thrust

failed because of active opposition from the CETA prime sponsor--opposition which did not surface in MMCAC's or CCDC's efforts to work with CETA.

At the beginning of this chapter, we recalled a set of obstacles that had inhibited collaboration between CETA and the councils studied in Phase I. Other obstacles exist to CETA-council collaboration, and were surfaced during our in-depth study in Phase II:

One obstacle pertains to expectations for the organization's performance. A prime sponsor's performance is measured by outputs (numbers served, placed, etc.), not by inputs such as collaborative arrangements. Hence, CETA prime sponsors are not disposed to dispense discretionary funds to councils, like education and work councils, that are strictly coordinative or collaborative bodies. This was the position of the WCOM with respect to future WECSM funding. A second obstacle pertains to CETA's image of "councils." Most CETA prime sponsors are not accustomed to dealing with autonomous, independent councils. Councils, to the CETA prime sponsor, are advisory groups that report to the prime sponsor and exist primarily to review and approve CETA plans and programs, so that the jurisdiction receives its allocations. One wonders how the reception given councils by local CETA agencies might have been different if the education and work councils had been called education and work "institutes" or education and work "agencies." Related to the CETA agency perception of local councils is a third obstacle--the difference in operating or behavioral styles between the two organizations. The series of unfortunate statements and actions that characterized the Southeastern Michigan council's early attempts to work with the Livonia CETA prime sponsor clearly illustrates the difference in styles between the two organizations. Likewise, such differences were apparent in the MMCAC's relationship to the Balance-of-State CETA representative, as well as in the responses of some of the Philadelphia prime sponsor staff to overtures from the EWC.

Curiously, two factors which emerged in Phase I as impediments to collaboration with CETA--jurisdiction and target group focus--seemed less

inhibitive in the cases of the four councils presented here, perhaps due to the boldness and creativity of the executive directors involved. In the interests of CETA collaboration, the executive director of the South-eastern Michigan council began to try to expand the council's jurisdiction during its very first year of operations; the executive director of the MMCAC sought to have Gratiot County's prime sponsor affiliation changed. These would appear to have been bold steps for those fledgling organizations to take. In Gratiot County's case, the strategy resulted in a better council-CETA relationship; even though Gratiot County still represented only one small part of a much larger jurisdiction.

The potential for the MMCAC's collaboration with the GRAETC will almost certainly be limited due to the fact that Gratiot is only one of five counties served by the GRAETC, and is located some 100 miles away from prime sponsor headquarters in Grand Rapids. Moreover, while the MMCAC executive director or another county representative always attends GRAETC planning council meetings, one can hardly expect the prime sponsor to send representatives to the meeting of each of the community-based organizations and other contractor agencies in its five-county jurisdiction. In this situation, there are simply too few opportunities for interaction. The collaboration that exists between the GRAETC and the MMCAC occurs, and will likely continue to occur, because the MMCAC's executive director reaches out for it.

Likewise, although we expected to find that differences between the target groups of CETA and education and work councils would inhibit collaboration, council leadership effectively marketed CETA collaboration to their memberships as something that would benefit the entire community, not just one "target" group. Indeed, it appeared that in areas like Gratiot County and Santa Barbara, collaboration with CETA had to be marketed in this way in order for the councils to support the collaborative effort.

## 7.2 Collaboration with Economic Development Organizations

The Mid-Michigan Community Action Council was one of the only councils in our Phase I or Phase II group to undertake significant collaboration with the economic development sector. Indeed, MMCAC took

a leading role in establishing the only county-wide economic development organization in Gratiot County. Moreover, once Greater Gratiot Development, Inc. (GGD) became established, collaboration between the two groups continued. In very much the same way as it occurred in Philadelphia, the council took the first tentative steps towards the agency, found a useful service it could provide (preparing the Overall Economic Development Plan), took on more formal responsibilities related to the service it had provided (MMCAC's executive director became chairperson of the OEDP Committee), and remained alert to opportunities for joint action (such as that occasioned by the closing of a chemical plant) that could help the council achieve its primary goal--developing a collaborative pattern of behavior in a community that had resisted collaborative activity before.

The MMCAC had a strong philosophical commitment to collaboration which was shared by its members and staff. Political and other considerations for collaboration were distinctly secondary: the MMCAC was not seeking funds from the GGD, and the council certainly could not expect to gain influence by association, since the GGD was a less established organization than was the MMCAC. Nor did the council expect to serve as the parent organization of the GGD, or to establish the OEDP Committee as a subcommittee of the MMCAC. The MMCAC was driven by the need to generate jobs and the need to develop community-wide collaboration in order to do so. The MMCAC was assisted largely by two years of trial and error experience, the active involvement of a group of community leaders who were not only influential in Gratiot County but at the state level as well, and a very persevering, highly trusted, executive director.

None of the other councils discussed in this volume sought collaboration with local economic development organizations, and no council members or staff pursued such collaboration. There was considerable unfamiliarity with this sector, and opportunities to collaborate in the pursuit of council goals--if these opportunities existed--went unnoticed.

Even though there was no collaboration, there were at least two structural linkages that could have provided the basis for collaboration between education and work councils and economic development groups in Philadelphia and Wayne County. (Santa Barbara does not have an active economic development organization.)

The first structural linkage is provided by the local Private Industry Council. The PICs in Philadelphia and Southeastern Michigan (Wayne County) include representation of the leadership of both education and work councils and economic or industrial development corporations. However, neither PIC serves as a meeting ground to facilitate collaboration between the two groups. An example can be provided from the experience of Wayne County, Michigan, location of the Southeastern Michigan education and work council (WECSM).

The two primary economic development organizations in Wayne County, Michigan are the Wayne County Planning Commission and the Wayne County Economic Development Corporation (WCEDC). WCEDC was created by the Wayne County Planning Commission in 1978 as a quasi-public, private corporation to aid in the attraction of business through outreach, low interest bonds, and technical assistance. The Planning Commission retains its functions as the writer of the Overall Economic Development Plan, and is involved in county economic planning and planning services to aid the county's 43 cities and townships. One of their principal goals is the attraction of more diversified industry to decrease the county's dependence on the automobile industry.

The Work-Education Council of Southeastern Michigan has no direct ties with these economic development organizations. However, as president of the Wayne County PIC, the WECSM director is in contact with the WCEDC executive director. The WCEDC director is a member of the PIC and has been supportive of PIC employment programs. The tie between WCEDC and the PIC, as described in a WCEDC publication, is part of "a continuing effort to couple economic development with the creation of meaningful, full-time, permanent employment."

According to the WCEDC director, however, the contact of the two directors has included no conversations about youth transition. Since one of the apparent goals of WECSM activities is to impact on youth transition through participation in various councils, this leaves open the question of why there has been no active collaboration between this council and the WCEDC.

A second structural linkage is made possible through the boards of the education and work council and economic development organizations. In Philadelphia, the EWC and the Philadelphia Industrial Development Corporation are linked by virtue of one individual's membership on the boards of both of these organizations. However, this individual is also represented on at least two other local councils serving Philadelphia; the Private Industry Council Operating Committee, and the Advisory Council on Career Education. As a result, it is unclear whether his involvement stems from a desire to be an active public citizen, or cultivate a public service image, or from a more specific desire to facilitate collaboration between groups or to accomplish a specific employment or transition-related objective. At the time of our second site visit, there was no evidence that any other basis for collaboration or any actual collaboration (between any of the groups involved) had evolved as a result of this individual's multiple council membership.

In Southeastern Michigan and in Philadelphia, there was some basis for collaboration in terms of coincident membership on the PIC or dual membership on both the education and work council and the local economic development board. The question remains, however, as to why collaboration between these two organizations was not forthcoming. No one reason or even set of factors can be singled out; all that is apparent is that tinkering with ways to structure collaboration is, in itself, insufficient to induce the desired result.

### 7.3 Collaboration with the Private Sector

The Santa Barbara Community Career Development Council (CCDC) was singled out in this volume for having achieved a greater degree of collaboration with the private sector than most other councils. The incentives for collaboration, or the factors that helped contribute to it, are clear: six of the thirteen members were business representatives; all of the council members, including the non-business members, were chief executive officers or the equivalent in their respective organizations; and the council had a prestigious NAB office as its backer. The search for legitimacy (broadly defined as the search for people, funds, influence, or information which can support the council's growth and survival as a local



institution) did not motivate the CCDC as it did the EWC in Philadelphia or the WECSM in Southeastern Michigan. By dint of its membership and its affiliation, the CCDC already was established with exactly that sector whose sustained involvement in youth transition activities had eluded so many other councils. In other words, the basis for collaboration, which took other councils years to develop, was in place when the CCDC was founded. The CCDC's private sector origins, combined with the status and contacts maintained by its private sector members, explain the council's success in establishing and sustaining the involvement of the local private sector in CCDC activities.

Although there are numerous incentives for education and work councils to collaborate with private industry, and numerous bases for such collaboration (representatives of businesses are actively and generously represented on council boards, and many joint activities between the council and business sector have been undertaken), there are significant practical obstacles to collaboration with the private sector. The following discussion draws upon the obstacles to private sector collaboration which were noted as a result of our Phase I study, as well as upon our observations in Phase II.

The greatest practical obstacle is sustaining private sector involvement. If the activity involves too much time, this detracts from the firm's profit goals. If, in addition, the activity involves internal council controversy and the prospect of several months without decision or resolution (for example, as may occur during council goal-setting), this is a further disincentive to sustained involvement. Business affiliates may also tend to seek disassociation if the council becomes embroiled in any public controversy.

Among the councils considered in this volume, the MMCAC sought to avoid the problem of the dissipation of private sector volunteer resources. At the same time, the MMCAC also sought to expand the reach of the council and involve as many interests as possible in shaping the development of the council. The MMCAC responded to these needs by creating a volunteer resource network which, as of May, 1980, included over 1200 individuals. The network includes representatives from more firms and a greater range of private sector interests (for example, the

important local agricultural sector) than could possibly be accommodated within the council's day-to-day operations or monthly meeting schedule. Periodic newsletters to the members of the volunteer network keep them abreast of council activities and solicit their support for or participation in particular events or activities.

It is also possible that a better process for communicating private sector interests, establishing priorities based upon those interests, and organizing private sector resources to participate in areas of their interest might help education and work councils make better use of the private sector resources available to them. Local Chambers of Commerce, which have been heavily involved in the development of education and work councils, could help in this effort.

Apart from the problem of sustaining private sector involvement, there is the much more basic question of private sector responsibility. It is not easy to convince the private sector to assume a share of the responsibility for the solution of public problems that is equal to the share of responsibility assumed by other sectors (such as education or CETA), as a collaborative effort would imply. Most private sector representatives do not believe that they should assume any responsibility for the solution of public problems, much less a share equal to that assumed by other (public) sectors. In spite of the fact that the education and work council concept sought to eradicate the notion that responsibility for youth transition is one-sided, it has not done so. Indeed, the separation of public and private sector responsibility and activities is far too basic and fundamental to the workings of both American government and American capitalism to expect that a relatively modest demonstration project (such as the National Work-Education Consortium Project which sponsored education and work councils) could alter it.

#### 7.4 Collaboration with Other Local Councils

The development of the Southeastern Michigan Work-Education Council (WECSM) was discussed in this volume in order to illustrate the obstacles to a council's expansion of goals and jurisdiction. During this period, collaboration with other local councils, namely the PIC and the ICB, became an important part of WECSM's expansion strategy. After

considerable internal controversy over the expansion strategy, which came to a head over the issue of implementing the Michigan Occupational System (MOIS) throughout out-Wayne County, the council was able to expand its jurisdiction. However, the council was never able to utilize other local councils to help it gain power. Why did WECSM's collaboration with other councils prove difficult? What has been the experience of other education and work councils, such as the MMCAC and EWC of Philadelphia? What are the obstacles to collaboration with other local councils, and under what circumstances might such collaboration be accomplished?

WECSM's collaboration with the PIC was ill-fated because what appeared at first to be mutual interests gradually emerged as a direct conflict of interests between the WECSM director and the CETA prime sponsor deputy director. There is no doubt that all through the period during which there appeared to be grounds for collaboration with the prime sponsor, the WECSM director was (in effect) increasing the status of his organization, and it was this which enabled the WECSM to salvage something from the ill-fated collaboration. It is also possible that since the WECSM's effort to collaborate with the PIC was in fact an effort to take on the PIC as a sub-committee of the WECSM, what we are talking about is control, not collaboration.

The new director assisted in the PIC's development, but he did not seek any further involvement with the PIC. Moreover, from the WECSM's point of view, an important incentive to PIC collaboration--funding--was decreasing as the prospect of funding through the Governor's ICB program became more promising.

None of the other education and work councils considered in this volume actively sought collaboration with other local councils, or control over those councils. There was little incentive for education and work councils to seek collaboration, as most local councils had no money, influence or power to offer. The PIC was the exception. Among the councils studied in the previous phase, several sought ties to the newly-emerging PICs. However, many of the councils that sought PIC ties (such as WECSM) found that the PIC's goals and membership requirements precluded as extensive an interrelationship as may have been envisioned initially.

From the viewpoint of other councils as well, there was little incentive to collaborate with the education and work council unless it had something to offer. In Gratiot County, for example, other local councils began to seek the MMCAC out because it had a group of influential community leaders behind it and because it had been successful in raising funds. For these reasons, collaborative efforts were eventually undertaken between the MMCAC and the Gratiot-Isabella Career Education Planning District Council (CEPDC), the local career and vocational advisory group to the schools which previously had feared the MMCAC's intrusion onto its turf. The CEPDC is compensated by the MMCAC for acting as fiscal agent for one of its programs involving school teachers. The MMCAC's reputation also led to the executive director's appointment to the GRAETC Planning and Private Industry Councils, as well as to consulting work with the State of Michigan regarding potential CETA linkages with local councils.

In Philadelphia, the Youth Employment Subcommittee was not seeking collaboration with the EWC so much as help from the EWC's hard-working executive director when it appointed him Chairman of a new Summer Youth Employment Subcommittee (SYES). The prime sponsor, which was advised by YES, had a strong need to run a smooth summer youth program to improve CETA's image in the city. The EWC executive director was seen as a credible and useful resource to help serve the prime sponsor's needs.

Consequently, even though they may not have initiated the collaboration, the local education and work councils in Gratiot County and Philadelphia have had something to offer other local councils in those jurisdictions. In the exchange, new avenues for collaboration between education and work councils and other local councils, as well as with the organizations represented by other local councils, have developed.

Other factors also affected the likelihood of collaboration between education and work and other local councils in the four sites examined in this volume. For the MMCAC, council commitment to the goal of career education contributed to its ultimate collaboration with the career and vocational education advisory council, CEPDC, while an external factor, pressure from the superintendent of the intermediate school district, occasioned the CEPDC's overtures. These factors were strong

enough to overcome other factors which operated to inhibit collaboration, such as the CEPDC's advisory status, its narrow goals, and its slightly larger jurisdiction. For the EWC, prospects for collaboration with the YES were probably enhanced due to the greatly overlapping membership of the two councils. The EWC and the YES, which include 25 to 30 members each, have approximately 10 members in common.

The relative lack of collaboration between local councils in Santa Barbara stems primarily from the CCDC's limited chosen focus, but also perhaps from the fact that other local councils (unlike the situation in Gratiot County or Philadelphia) are not very active. As a consequence, opportunities for collaboration among local councils are few.

### 7.5 Policy Implications

While policy implications for the enhancement of collaboration cannot be drawn on the basis of the experiences of four local councils, the experiences of these councils, combined with the experiences of other education and work councils we have observed, leads us to conclude with the following summary of the issues local councils should consider in attempting to facilitate collaboration among local institutions and sectors:

#### Facilitating Collaboration in General

Council leadership, council goals, and the relationship between council leaders and members are critical factors in the council's ability to facilitate collaboration with any sector. Council leadership should be carefully selected because council leadership often determines council goals, and the style of the council's leadership may determine the quality of the relationship enjoyed between members and staff. The education and work council sponsor should make certain provisions consistent with recognition of the critical importance of council leadership. Sponsors should consider the use of pre-award planning grants to focus attention on the recruitment of qualified leadership; guidelines regarding the qualifications and attributes of council

leadership; and guidelines or procedures to insure periodic rotation of council leadership without loss of continuity in council programming.

#### Collaboration with CETA

Councils should consider the variety of ways that exist for interaction with CETA. In interacting with the local CETA prime sponsor, special attention should be given to the goals and interests of the local CETA organization, the behavioral expectations it maintains for subcontractors, and the relationship among the various levels of CETA staff and among the various subcontractor agencies that do business with the local prime sponsor. Special efforts may be required on the council's part to facilitate interaction with a CETA organization whose geographical jurisdiction is much larger than that of the local council. Education and work councils should also be aware of how they are perceived by local CETA agencies. If they are perceived as councils akin to CETA's advisory councils, local education and work councils may wish to adopt a name that omits the word "council". Councils should also seek interaction with state CETA agencies, which possess special discretionary funding for projects whose purposes are coordinative (such as education and work councils.)

#### Collaboration with Economic Development Organizations

Education and work councils must engage in special efforts to achieve collaboration with local economic development groups. Efforts to interact with local economic development actors on councils such as economic development planning committees, economic development corporation boards, and Private Industry Councils, should be sought. While collaboration cannot be guaranteed as a result of joint membership on councils and consequent joint involvement in plan development or review activities, the lack of incentives to collaboration with this sector make it incumbent upon an education and work council seeking such collaboration to participate in the activities previously described.

#### Collaboration with the Private Sector

Councils should recognize the special qualities attendant to "the private sector." The private sector consists of widely diverse businesses whose interests (apart from profit) will be widely diverse. The variety of interests represented by the private sector may be the greatest obstacle to collaboration with that sector. Collaboration may best be inaugurated by working with established private sector

organizations (such as the NAB or the Chamber of Commerce) that can articulate the interests of the private sector, or serve to prioritize those interests in a rational way. In inaugurating collaboration with the private sector, the use of top-level private sector representatives to initiate contact with other top-level officials may be particularly effective, although the collaboration should eventually extend to others in the private sector whose job it is to implement the policies of top-level leadership. Finally, councils seeking to sustain private sector involvement should recognize the inherent difficulties, and should consider the use of volunteer resource networks as one vehicle for expanding private sector involvement and for extending the reach of council activities into the private sector and other sectors as well.

#### Collaboration with Other Local Councils

Education and work councils should study the mandates or missions of other local councils in order to determine how best to form collaborative relationships. At a minimum, it is often appropriate for education and work councils (by virtue of their status as community-based organizations) to be represented on other local councils. If education and work council members are represented on other local councils, it should be clear that these members are representing the local education and work council, and not another organization with which they also happen to be affiliated. Also, education and work councils can play a role in a greater variety of local councils, (including vocational education, economic development, and parent advisory councils), and education and work councils can play a more important role than has been evident to date in helping to make local advisory councils operate according to federal intent.

## APPENDIX A: A DESCRIPTIVE SUMMARY OF FOUR EDUCATION AND WORK COUNCILS

The case studies which comprise Chapters 3.0 through 6.0 highlight the development of ties between councils and specific institutions or groups. As a supplement to the case studies, this appendix presents a wider picture of each council's goals, activities, and structure.

### I. The Philadelphia Education to Work Council (EWC)

The Philadelphia Education to Work Council (EWC) bylaws state that the primary goal of the council is "to bring together representatives from business, labor, education, government, community-based organizations, and the public at large to serve as an effective force in aiding students and youth in the transition between school and work." To that end, the Philadelphia council works primarily to assist other youth transition service agencies to secure funding, and to act as an information clearinghouse for the public and for other agencies.

The Philadelphia Education to Work Council had its origins as a subcommittee of the Philadelphia Advisory Council on Career Education (ACCE), a council whose purpose was to review career and vocational education plans for pupils of the Philadelphia School District. In 1975, some ACCE members were deciding to form a subcommittee of the council to focus on the education and employment needs of youth not served by the Philadelphia School District, including dropouts, graduates, and youth in private schools. While the subcommittee was being formed, one of its members became aware of the National Manpower Institute grants to establish education and work councils. The ACCE applied for and received a grant, and the ACCE subcommittee became the Education to Work Council. The EWC was established as an independent corporation separate from the ACCE in 1978.

Because of the political strength of a number of public agencies and industrial and service unions in Philadelphia, it was necessary for the EWC to incorporate in order to fulfill its role as an impartial advocate for youth transition services. In particular, the EWC sought incorporation to avoid being perceived as merely an extension of the ACCE (an advisory body to the Public School District) and as such subject to the School District's control.



The EWC is governed by a Board of Directors which includes representatives from labor, business, education, government, community-based organizations, and the public. Council meetings are regularly attended by the membership, which include such prominent officials as the executive director of the Philadelphia CETA prime sponsor, the regional director of the AFL-CIO's Human Resource Development Institute, the Director of the Negro Trade Union Leadership Council, and regional public relations directors from such companies as Bell Telephone, Rohm and Haas, and Gulf Oil. Board members, who serve for three years, elect four officers at an annual meeting: the President (who by virtue of his office becomes Chairman of the Board), Vice President, Secretary, and Treasurer. The EWC has six standing committees (Membership, Programs, Communication/Public Relations, Finance, Nominating, and Personnel); ad hoc committees may be appointed by the President. An Executive Committee of the Board consists of the four officers, and the chairpersons of all standing and ad hoc committees. The EWC staff is composed of the Executive Director, an Administrative Assistant, and a Secretary/Bookkeeper.

The council directs most of its activities at public and non-profit agencies, and has little interaction with youth, counselors, teachers, or employers. This focus is partly a by-product of the Philadelphia environment. Both industry and labor are reluctant to support youth employment programs, due to the inexperience of the teenagers and the perceived competition they present to adult employment. At the same time, the promotion of career or vocational education in the public schools is presumed to be the responsibility of the ACCE.

Because of these circumstances, the EWC focuses primarily on developing cooperative relationships with program operators and agency administrators and helping them to secure funds to operate youth employment programs. For example:

- The EWC convenes two discussion groups monthly, a CETA Program Operators Task Force and a Career Education Roundtable (for career education program operators). The purpose of these meetings is to share information about upcoming state or federal initiatives or grant opportunities, and to discuss service needs or problems in service delivery.

- The EWC convened a team of people concerned with helping young women in school pursue vocational education in nontraditional careers. EWC staff helped the group write a program proposal which was funded by the Office of Youth Programs and the Women's Bureau of the DOL for \$190,000. The Young Women's Christian Association (YWCA) runs the program, which has enrolled 100 women. The council continues to support the program, called PROVE, through contracted technical assistance provided to YWCA staff by the EWC executive director, and through several key members of the EWC who serve on an Oversight Committee to give guidance to the program.
- The EWC helped secure approval from the State of Pennsylvania to establish a third General Equivalency Diploma (GED) testing center to accommodate a backlog of applicants waiting to be tested. Currently, the EWC is developing criteria and standards for GED tutorial preparation programs, and it is initiating a study to establish cost parameters for a model urban GED testing center.
- The EWC worked with program operators to help set up a minority-owned and managed music company.

The EWC is also concerned with the collection and dissemination of information concerning youth transition services and agencies. To this end, the council has:

- prepared and disseminated a booklet on GED tutorial centers in Philadelphia;
- conducted an occupational awareness workshop for 300 young women in conjunction with the YWCA;
- prepared and distributed an Employer's Guide to Youth Employment;
- conducted conferences on the Youth Employment Demonstration and Projects Act (YEDPA) legislation; and
- conducted a series of community information forums on the Summer Youth Employment Program (SYEP).

The EWC's activities are known by other councils through a network of overlapping board memberships. The EWC executive director is a member of the Private Industry Council Operating Committee and the CETA Youth Employment Subcommittee, and was previously a member of the ACCE.

Likewise, many of the chairpersons or most active members of the ACCE, PIC, and Youth Employment Subcommittee are represented on the EWC. The only relevant organization which is not included in EWC's network of overlapping board memberships is the Philadelphia Industrial Development Corporation.

Until September, 1978, all of the council's funds were received from the National Manpower Institute. The council also received in-kind contributions from local businesses, including office space. Since the beginning of fiscal year 1979, funding for the Education to Work Council has come from a variety of sources, including the Governor's Special Grants Program under CETA, the Office of Employment and Training (the Philadelphia CETA prime sponsor), the City of Philadelphia Youth Services Coordinating Office, local business contributions, and proceeds from the EWC's Annual Banquet. Total funding for fiscal year 1980 was in excess of \$97,000.

The EWC plans to continue its involvement in the Career Education Roundtable and the CETA Program Operators Task Force. New plans include council assistance in the development of a youth employment project through the use of a \$50,000 grant from the Penjerdel (Pennsylvania-New Jersey-Delaware) Corporation.

## II. The Mid-Michigan Community Action Council (MMCAC)

The purpose of the Mid-Michigan Community Action Council (MMCAC) since its inception in 1973 has been to establish collaborative processes among various segments of the community--agriculture, business, education, government, industry and labor--as a means of addressing youth work-education transition issues in Gratiot County, Michigan. Through its own programs, and by facilitating the development and operation of other local programs and initiatives, MMCAC has treated some needs of youth directly and addressed others through efforts designed to have an impact on the community as a whole.

The council's service area includes all of Gratiot County, which has a predominantly white, rural population. There are only three towns large enough to be incorporated, and ninety percent of the county land area is devoted to agriculture. The largest town, Alma, has a population

of approximately 10,000. The historical instability of county industrial establishments (due in part to the lack of an extensive, high volume interstate transportation system) has resulted in four plant closings since 1973 in those industries which have been the backbone of Gratiot County's non-agricultural sector. The unemployment rate has averaged 14.5 percent since 1970 and unemployment peaked at 25 percent for part of 1975. The 1980 unemployment rate of 13.3 percent was almost twice the national rate.

In 1974 the governor of Michigan, spurred by discussions with the State Chamber of Commerce on the subject of career education, challenged every county to develop a group representative of business, labor, government, industry, and education to bring broader input to the school systems' implementation of state career education mandates. Gratiot was one of only three counties to form such an organization, named the Alma Community Action Council (ACAC). Even during the early stages of its development, ACAC was aware that there was an acute need for adult as well as youth transition services, both within and outside of the Alma community. In 1975, the ACAC expanded its target area to include the entire county, sought county-wide membership, and changed its name to the Mid-Michigan Community Action Council.

The MMCAC Board of Directors is composed of twelve occupational representatives and six regional representatives. There are two occupational representatives from the agriculture, business, education, government, industry, and labor sectors; the regional members represent six towns and rural areas within Gratiot. The membership includes a mix of high-ranking officials, community leaders, and public servants. For example, serving on the council are at least one county commissioner, one prominent citizen with close ties to the governor, and several local businesspersons, teachers, and school counselors. There are also ten ex officio members of the Board. These members are volunteers from organizations with an interest in council activities, and do not have voting privileges. The Board elects four officers--President, Vice President, Secretary, and Treasurer--who comprise the Executive Committee. Council activities are overseen and implemented by the council staff (Director and Associate Director) and six program staff. The office staff is composed of a Bookkeeper/Office Manager and a Secretary, who offer support

services to both council and program staff. The MMCAC is organized into five task forces: Career Education, Economic Education, School-Community Dialogue, Full Employment and Economic Development, and Council Fund-raising. Each Task Force is led by a Board member or an ex officio member.

The council stresses its role as an active organization operating on behalf of Gratiot County as a catalyst, resource broker, and program implementor in four areas of activity: Career Education, Economic Education, School Community Dialogue, and Full Employment and Economic Development. Some MMCAC undertakings in each of these areas are briefly described below:

#### Career Education

- Dial-A-Speaker. The council acts as a resource center, obtaining speakers from its volunteer list of 1200 persons to speak on various topics in school classrooms and elsewhere. In its role as a resource center, the council also maintains a videotape library. The tapes contain information on careers, job hunting, and the work world, and are available to organizations free of charge.
- Career Interest Survey. MMCAC conducts a computerized survey of students in grades 9-12 to determine their career interests. These surveys are used to plan council activities, and are also made available to the schools.
- Eleventh Grade Rotary Club/MMCAC Career Exchange Days. The council initiated a 1/2 day, one-on-one, on-the-job career exploration program involving trips to work sites and discussions with employers and employees in occupational fields selected by the student.
- Twelfth Grade "I Want to Work" Job Workshops. MMCAC holds employability skills workshops which include the use of instructive videotapes, mock interviews, resume critique sessions, and discussions of job hunting and hiring techniques. This program utilizes council staff and volunteer employers.

## Economic Education

- Elementary School In-School Industry Program  
MMCAC staff operate a van which visits local elementary schools, carrying tools and accoutrements that are characteristic of different jobs and occupations. The staff explain the use or function of these objects and answer questions posed by the children.
- MMCAC/Chamber of Commerce Business School Dialogue. This is a day-long workshop for junior high school students during which they can discuss economic and business issues, as well as the business world, with local business leaders.

## School/Community Programs

- Share-A-Work-Day Exchange. Teachers, counselors, and school administrators visit worksites for a day, in a program designed to increase their knowledge of occupational fields that their students may enter.

## Full Employment and Economic Growth

- Economic Development. The MMCAC has engaged in numerous efforts to improve local economic development, including the establishment of a county-wide economic development organization, the preparation of county economic development plans, and the initiation of a workshop for workers who had been laid off from their jobs at a local chemical plant.
- Temporary Odd-Job Employment Service (TOES). The MMCAC acts as a clearinghouse for youth seeking temporary work and individuals and organizations seeking temporary labor.
- CETA Life Skills Class. The council conducts a four-week pre-vocational program for all CETA participants in Gratiot County. The program runs ten times a year, and has four one-week components: career exploration, consumerism, employee/employer relations, and employability skills.
- Women in the Work Force. This program was designed to address employment and career advancement problems of women in Gratiot County. Through discussion groups, support networks, and job-oriented workshops, the program hopes to improve participants' self-image and employment opportunities.

The MMCAC continues to develop and support education and work councils in neighboring counties and participates in state-wide efforts to increase collaboration sponsored by the state government. The council is also developing a manual for CETA prime sponsors which details education and work council operations, and the benefits of education and work council activities for prime sponsors.

The council operated as a volunteer organization during 1975, its first year with staff. From 1976 through 1979, the majority of its budget came from the National Manpower Institute. The budget for calendar year 1980 also includes donations, as well as grants from the Grand Rapids Area Employment and Training PIC, the National Alliance of Business, and the Michigan Department of Labor. The total amount of funds received during 1980 was \$163,000.

Since Gratiot County became part of the Grand Rapids CETA Consortium on October 1, 1979, the MMCAC has become more involved with CETA-funded programs, particularly those Private Industry Council projects directed at the private sector. The council is continuing its support of state-wide collaborative efforts, and it has focused particular attention on organizing education and work councils in rural areas nationwide. Career education programs continue to be a major part of council activities. Although there has been a recent change in directors, the first such change since the council's initial year of operation with staff (1975), both board members and council staff are determined to maintain the council's broad-based community action orientation and its commitment to increased local collaboration.

### III. The Work-Education Council of Southeastern Michigan (WECSM)

The goals of the Work-Education Council of Southeastern Michigan (WECSM), as stated in the bylaws, are "to bring together representatives from education, business, industry, government and labor to serve as an effective force in the development and implementation of programs which will serve to facilitate the transition of our youth from school to the world of work, and will serve the occupational needs of our youth and adults." The council also seeks "to cultivate, develop and coordinate community resources which can be applied to the maintenance and improvement of career education programs for youth and adults," and "to assist.

in the evaluation of the efficacy of career and vocational education programs."

The Work-Education Council of Southeastern Michigan, Inc. was formed in 1974 as a product of the Livonia Public School administration and the Livonia Chamber of Commerce. The council was conceived with a mandate to serve Livonia, a prosperous city in Wayne County, Michigan, and was originally named the Livonia Area Industry-Education Council. In 1977, the council was formally incorporated and received funding from the National Manpower Institute. From then on, the council began to expand its activities throughout much of Wayne County. By April, 1979, the council offices had been relocated in Plymouth, Michigan, to facilitate formal ties with the Wayne County Office of Manpower (the CETA prime sponsor), and to diminish the council's previous identification as an organization that served only Livonia.

There were two important reasons for this locational and service area shift in the council's operations. The first was to benefit from the Wayne County Office of Manpower as a major source of CETA funds. The council originally hoped to receive these funds by subsuming the responsibilities of the local Private Industry Council (PIC), including the design and funding of training programs in the private sector.

The second reason for the relocation of council headquarters outside of Livonia was due to the disparity in demographic and employment trends between Wayne County and Livonia. These trends suggested that a greater need for council services existed outside the City of Livonia.

The unemployment rate in Wayne County was 4.3 percent in 1970 and 6.5 percent in 1977. Teenage unemployment was almost double that of adults throughout this time period. In contrast, the unemployment rate among adults and youth aged 16-19 was much lower in the City of Livonia, which had been experiencing significant industrial and commercial growth since 1950. In 1970, Livonia had the highest median family income in the United States among cities of similar size, with a predominantly white population and a large white-collar labor force. The percentage of racial minorities in the predominantly blue-collar labor force of Wayne County is sixteen times greater than that in Livonia.



Based on these two factors, and the desire to increase its services to those clients who were perceived to have the greatest need for assistance from youth transition service agencies, the council advocated the expansion of its service area and relocation of its offices.

The council's Board of Directors is composed of 27 people from both the City of Livonia and Wayne County. There are ten representatives from business and industry, eight from education, four each from government and the community, and two from labor. Since 1978, the council has designated slots on its board for representatives in the following positions: the Past-President of the Livonia Chamber of Commerce, an administrator from the Livonia or Wayne County CETA Office, and an agency director from the Mayor's Office of Livonia. Although at one time, more than half the members represented the Livonia area, the council's direction and activities are closely guided by the Executive Director and the Executive Committee, who have sought to extend the council's activities throughout the county. The Executive Committee consists of the Executive Director, President, Vice-President, Chamber, Past-President, Secretary, and Treasurer. The council staff consists of the Executive Director, an Administrative Assistant, and a Secretary. There are three standing council committees: Membership, Election, and Finance. Ad hoc committees are formed as needed.

Because of its small staff, the WECSM does not have the resources to operate projects. The primary role of the council has been to act as a catalyst to bring together other youth transition agencies to provide needed services.

Since its inception, the council has had two executive directors. Both have exerted a major role in the council's development. The council has been credited with several achievements. For example:

- The council aided in gathering support for extending the availability of the Michigan Occupational Information System (MOIS) to community-based organizations and agencies serving out-of-school youth. The council solicited the support of the Wayne County Office of Manpower, the Livonia CETA Office, and the Public Schools. Through the use of 50 remote computer terminals and the MOIS User Handbook, students and out-of-school youth can better determine which vocational positions are best suited to their talents and educational levels;

- The council participated in a project with the Central Metropolitan Detroit Work/Education Council, providing 75 unemployed youth with an opportunity to receive college credit for work experience;
- The council aided the Livonia Public Schools in conducting career counseling conferences for teachers who have become unemployed due to decreasing school enrollment;
- The council helped negotiate the establishment of a Labor Movement course in the Livonia Public Schools, conducted by the United Auto Workers Education Department. The council has also served as a forum and catalyst for the continued involvement of the Livonia Public Schools and the Livonia Chamber of Commerce in youth transition programs; and
- The council assisted in the development of other education and work councils in Michigan, of the Wayne County PIC, and of the Governor's Inter-agency Collaborative effort to increase coordination between CETA prime sponsors and the public schools.

Council efforts to subsume the responsibilities of the Wayne County PIC caused some dissension among council members, and between the council and other Livonia service organizations. This dissension led to the resignation of the executive director in May, 1979. Ultimately, the WECSM chose to assist the PIC in its development rather than to incorporate the PIC as a sub-committee.

The primary funding sources for the council from April, 1978 through March, 1979 were the National Manpower Institute, the Livonia CETA prime sponsor, the Livonia Public Schools, and the Livonia Chamber of Commerce. At the end of that period, the continued financial support of the Livonia agencies was in jeopardy due to the council's decision to relocate outside of Livonia. The Wayne County Office of Manpower shouldered the majority of the council's expenses during the following year, through March, 1980. The total budget for that year was \$110,480.

At the present time, the council is operating with a new executive director and an expanded service area. It has turned its attention away from its own development, however, in order to assist other local councils in their development. Although these other councils have

supported the WECSM financially, the similarities in their mandates has served to obscure the unique goals of the WECSM, and to lead council members to re-evaluate WECSM's purpose.

#### IV. The Santa Barbara Community Career Development Council (CCDC)

This education and work council was founded in 1977 as one of five councils sponsored by the National Alliance of Business (NAB). Like the other NAB-sponsored councils, the Santa Barbara Community Career Development Council (CCDC) emphasizes private sector involvement in youth transition from school to work.

Santa Barbara is a wealthy community 100 miles north of Los Angeles. Its major industries are tourism, services, and government. Located in the more prosperous half of Santa Barbara County, the City of Santa Barbara has relatively few disadvantaged youth, and a relatively low youth unemployment rate. Perhaps because of the community's affluence, the council has chosen to focus not on employment but on encouraging the local high schools to provide career education opportunities.

The local NAB chapter was originally given \$25,000 to establish and support a council and an executive director. The NAB director in Santa Barbara selected twelve council members; all but one of the six business representatives were already members of the NAB Advisory Board. Of the other six members, five were from education and one from government. In the council's three-year history, all twelve members have been the chief executives of their organizations. The council's small size and high-ranking stature were intended to permit decision makers in different sectors to collaborate efficiently and to be influential in the community.

The CCDC spent its first six months formulating its goals. The result was a carefully-worded statement which specified the council's intention to encourage basic academic skills development and career awareness for youth. Unlike other education and work councils, the CCDC's executive director provides staff support only; the council members control the council's direction.

The CCDC's two main activities to date reflect both its policy and its program emphases. Its policy-oriented work has focused on the development and monitoring of a career education plan. The "plan" is actually a policy statement that the council asked the local school board to endorse. The request was made by means of formal testimony by three council members (all businessmen) at a School Board meeting in which the School Board voted to endorse the plan. A few months later the School Board contemplated laying off several school-based career education staff as a cost-cutting measure. The council committee appeared again before the School Board to remind it of its endorsement of the plan. As a result, some of the career education staff positions were saved.

The career education plan has remained a topic of council concern. School principals are occasionally invited to a council meeting to present reports of their progress to the members. The members are ready to return to the School Board any time they feel that career education is in jeopardy.

The second main activity of the CCDC has been the recruitment of employer-based counselors (EBCs) for a project co-sponsored by the National Alliance of Business and the Santa Barbara County Schools. The project consists of employer-based counseling plus on-the-job training placements and shorter private sector internship placements for CETA-eligible high school students in the program.

The council members and the director have taken responsibility for recruiting and training EBCs. More than 300 private sector individuals have counseled students to date. The council's ties to the Chamber of Commerce (through a key member) enabled the council to send out a recruitment mailing to all Chamber of Commerce members. In addition, council members and the director made personal contacts with a large number of potential EBCs. With local funds supplementing the original federal grant, the project has expanded from five high schools to include every high school in the county. The council sees this project as one which advances its goal of providing every high school student an opportunity to explore at least one job of his or her choice. With the project's expansion to the entire county, the council is nearing that goal.

The Santa Barbara CCDC is partially supported by a federal grant through Youthwork Inc. which funds the council's recruitment of employer-based counselors. This grant pays the executive director's salary, the council's only budget item. In-kind contributions such as office space and secretarial support are provided by NAB.

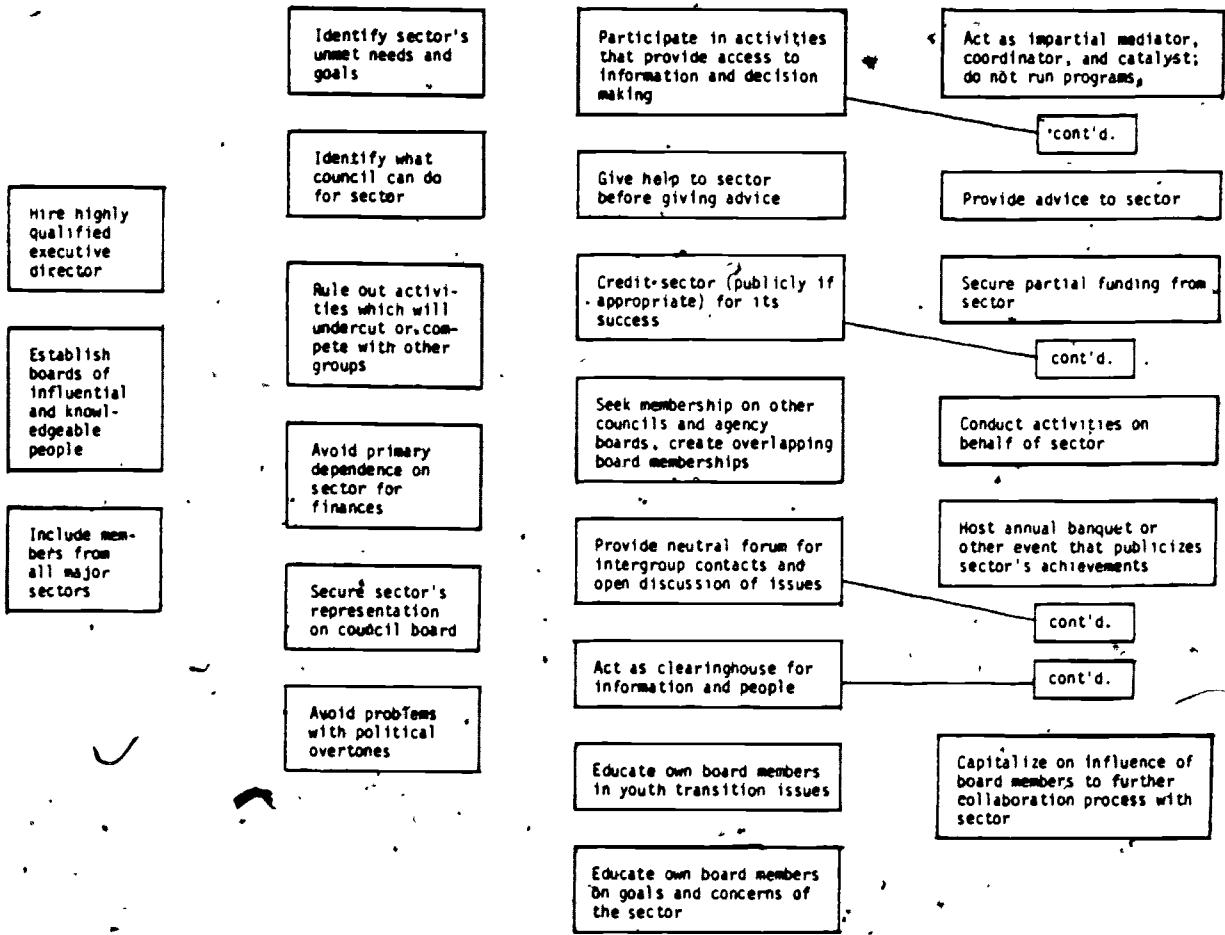
Although the EBC project and the career education plan have been the major activities of the Santa Barbara CCDC, it has also participated in NAB Career Guidance Institutes for school personnel, a state-wide task force on vocational education, and an inventory of all career guidance activities in the county. Taken together, the council's projects address a wide range of audiences, including the business community, high school students, teachers and counselors, local policy-makers, and state-level policy-makers, but its focus remains primarily on increased private sector involvement in improving career education in the Santa Barbara community.

Council Staff and Membership

Strategy Development

Initial Activities

Growth and Ongoing Activities



APPENDIX B

STEPS IN IMPLEMENTING COUNCIL COLLABORATION WITH PUBLIC SECTORS  
(SCHOOLS, CETA, PUBLIC ECONOMIC DEVELOPMENT GROUPS)