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ABSTRACT

This booklet shows how postsecondary institutions can serve economically disadvantaged youth by working with local employment and training agencies. Programs administered by the Fund for the Improvement of Postsecondary Education (FIPSE) are described as well as the students they served. Program goals and services are cited: vocational training, pre-college orientation, basic skills, life skills, and career exploration. Innovative instructional techniques to help disadvantaged youth succeed in the classroom are also listed. A discussion of the crucial role of support examines ways of extending contact with students outside of class and institutional adjustments to meet the needs of disadvantaged students. The importance of linking the classroom to the workplace and of developing worksites is also emphasized. Collaboration between colleges and private industry councils, employment and training agencies, employers, and community-based organizations is examined as a means to gain funding and assistance. Guidelines for developing collaborations are offered. Benefits from FIPSE projects are explored for postsecondary institutions, business and industry, and administrators of federal funds. (YLB)

Youth Employment:

Colleges Have A Role

April 1983

Prepared by the Center for Public Service, The Florence Heller Graduate School, Brandeis University with support from the Fund for the Improvement of Postsecondary Education

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I.

Colleges Have a Role

In Newark, New Jersey, companies like Hoffman La-Roche and the Ciba Geigy Corporation were looking for skilled technicians to work in their chemical plants — while almost half of the young blacks and Hispanics in the city had no work.

In Austin, Texas, as in many American cities, job opportunities were growing in the health care professions. Poor youth from the city's high schools knew too little about college and career opportunities. Limited preparation in math and science handicapped them further.

Two universities, Rutgers in New Jersey, St. Edward's in Texas, tackled this mismatch between available jobs and available employees. Outside of their normal degree-granting programs, they developed occupationally-oriented academic training programs for these young people, creating the possibility for them of entering professional fields that would otherwise be outside their reach.

Rutgers offered unemployed Newark youth a three-month remedial program in math, English, chemistry, and problem-solving, followed by a full year of classroom and laboratory instruction in chemical technology. Developed in close coordination with the city's Office of Employment and Training, this program offered youth the possibility of entering unsubsidized jobs in local chemical firms. The St. Edward's program, open to economically disadvantaged high school juniors, concentrated on basic skills, chemistry, biology, and other sciences. Classes were held on Saturdays during the school year and three days a week during the summer. To get a feeling for what it would be like to work in the health field, students interned at health care institutions the other two week days during the summer.

Preparing youth for jobs is not the traditional business of colleges and universities. There are good reasons, however, for postsecondary institutions to move into this area — and, since 1979, 30 colleges and universities, including Rutgers and St. Edward's, have done so.

These programs were developed in response to an initiative from the U.S. Departments of Labor and of Education. The two departments wanted to explore how postsecondary institutions and local employment and training agencies could work together on the youth unemployment problem. Financial support for the projects came from the Department of Labor's Office of Youth Programs, and was administered by the Fund for the Improvement of Postsecondary Education (FIPSE), part of the Department of Education.

Grants ranged from $30,000 to $125,000, and served anywhere from eight to 200 youth. Located in all regions of the country, the institutions involved were evenly split between urban and rural settings. Both two-year and four-year institutions were included, and although more state institutions and community colleges took part than private colleges and universities, all types of institutions participated.

FIPSE made grants in two stages. In the first round of funding, it supported programs at twenty institutions. In the second round, ten colleges and universities received funding. Most of the specific examples cited in this document come from the Round II projects, but many of the general conclusions hold for projects in both phases.

Ages 16 to 21, the students in both funding phases were almost exclusively from low income families — families that either received public assistance or had annual incomes below the Department of Labor poverty level, $10,500 a year or less for a family of four. Most of the youth had little prior exposure to colleges. Few family members, if any, attended college and most of the students themselves hadn't expected to go. In fact, aside from their poverty, what the 1600 students had most in common was that they had few aspirations — and even fewer clear career plans. Those who did have goals had only a vague sense of what they could accomplish, and little idea of the kind of preparation necessary to reach their goals.

Three Students

Sandy lives with her mother and younger sisters in a deteriorating housing project. Most of her friends are unemployed and many have serious alcohol and drug problems. Many of her young women friends are raising small children on their own. She received a smattering of education in a variety of schools before dropping out of school in the eleventh grade. She talks of unruly student behavior (including her own), chaos, and violence as the reasons for her decision to leave school. She says she and her friends were frequently intoxicated when they attended classes and were never confronted about it.

A CETA counselor recommended she attend an alternative high school where, benefitting from smaller classes and clear, enforced rules, Sandy was able to earn her diploma, but the years without education have taken their toll. As she enters college, her skill levels in reading, composition, and math remain very weak.

Sandy is the first in her large family and among her friends to complete high school. She does not want to marry and have children until she has more education and career preparation, she has no role model of anyone who has done this. She is aware that she will not receive support from her family or community in following through on her plan to attend college.

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Tony grew up in a series of foster homes. Much of his primary education was spent in parochial schools where he was a good student and earned a great deal of praise from his teachers. Burdened by a turbulent, unstructured home life, Tony found school his only place of relative consistency. Despite changing schools eight times between third and ninth grade, he adjusted to each new school. School work enabled him to focus his energy on something positive, he feels, since he was unable to be part of a family or have lasting friendships with classmates. Eventually Tony developed social problems in school. He felt different from his peers. He began taking drugs and selling them, in his view, to escape from a life that was constantly in transition.

By the time he reached high school, he found his friends outside more stimulating and mature than his classmates, and he felt more accepted by them. In tenth grade he dropped out. No one tried to convince him to continue. At 15, he supported himself by working as a bartender. In the next four years, five of his friends were murdered.

The loss of these friends and his increasingly frantic lifestyle brought Tony to a drug counseling agency. His counselor encouraged him to attend the agency's GED preparation classes, and in less than a year he passed the GED tests. He is now enrolled in the college's two year computer science program. Tony says that the most helpful aspect of the FIPSE Project was receiving information and encouragement to explore the option of attending college along with the determined individual career counseling provided by the project counselor.

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When Alex started, the faculty wasn't sure what to think about him. His goofing off seemed more than could be written off as expectable for his age. In the chemistry classes his work was weak, but he began dropping in on the instructor whenever he had a problem understanding his work. In that course, the final exam was given twice with a class in between to discuss it. The first time through he had a D+. After the exam was hashed over in class, he got an A−.

During the summer, his internship was with surgery at Brackenridge Hospital, where he got very involved in the work. To do one activity, for instance, he had to be at the hospital at 6:30 in the morning. The project bus normally would get him there at 10:00. He would get up and somehow get himself there at 6:30 so he could be part of that activity. He has continued working there afternoons, as part of his high school program and is taking high school chemistry. He has also signed up for early enrollment and college credit in a chemistry course and has indicated that he intends to major in chemistry at college.

Although in the project's view he has a ways to go before he can get a chemistry degree, his perspective has changed radically since joining the program — notably a higher level of self-confidence and greater sense of direction. Alex a year ago would not have thought of taking high school chemistry much less college chemistry. Something has happened.

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J D Lewis, chairman of the Division of Physical and Biological Sciences at St Edward's, summed it up: "They have less than other students in the way of dreams We have some students that I know myself are capable of getting Ph D s — or just about anything they want But they don't know that."

Beyond economic status, the students differed from the "typical" college students in several other ways. Many were from minority groups that the colleges and universities had previously been unable to recruit successfully, even though these groups were a substantial segment of the surrounding community Many came from unstable family backgrounds and the parents of many of the youth weren't working, or worked only irregularly. The youth themselves often had histories of poor school attendance Many suffered from medical problems, aggravated by limited health knowledge or access to professional care Their lives were frequently complicated by the responsibilities of early parenthood, and some were hampered by a history of drug problems or court involvement.

In short, measured against standard college admission profiles, they posed a higher apparent risk of failure Yet, despite the odds, these youth proved resilient and bright. Given a chance — albeit a second chance for many — they developed and demonstrated a quality that many seemed to lack at first — the will to succeed.

Many of the students, especially those who had dropped out of high school, had few places to turn for educational help. Returning to high school was often not an option. Yet, if they were going to become more than marginally employable, they needed a chance to continue their education. Wendy, a rural student from Oswego County, New York, spoke for her counterparts in other programs, when she said, "I tried on my own to make it, but without going to school, I'd still just be nobody."

A participant in a training program in Montgomery County, Kentucky was another youth who gained a new view of his possibilities through his FIPSE experience.

> When the Manpower Office called to tell me that I'd been accepted for the program, they told me that I'd have a chance to get my GED certificate while I was in the training I did get the GED and now I've taken three college courses, too I can't believe this is me I used to worry about the fact that I had dropped out of school and couldn't get a job. Now, I am going to college and have a job, too.

Not every youth who participates will succeed, but those who do will use the second chance effectively, so that a human being capable of being economically productive emerges, rather than someone who lives on the margin of society, periodically or totally supported by public assistance.

The Context

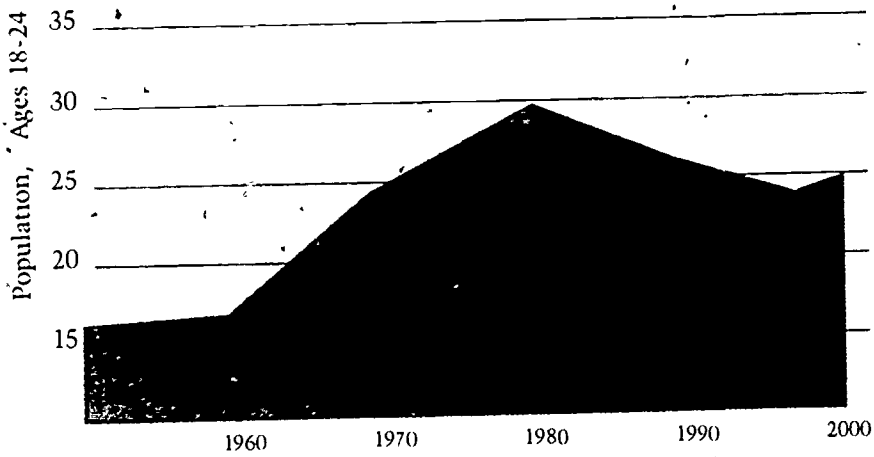
Why do colleges and universities want to take the risk of serving this kind of youth? A look at some current trends helps to answer this question.

Since the mid-1950s, the number of youth in the 18-to-24 age range has been growing each year, fueling a growth in college and university enrollments. The size of this age group peaked in 1981, however, and is now declining. According to current projections, by 1985 the absolute number of 18-to-24 year-olds will shrink by 5.5 per cent and by 1990, it will probably decline by another 10 per cent — a decline primarily due to reduced birth rates during the 1960s. (See Figures 1 and 2.)

The precise effect of this population shift on college enrollments is unclear. For several years, older students, 25 to 34, have been enrolling in postsecondary institutions in increasing numbers. This trend — which is expected to continue — may offset much of the decline in the traditional college-age population. Increased enrollment by older students may not be enough, however, to make up the difference, especially because of other trends contributing to declining enrollments. For instance, the percentage of high school graduates going onto college has been declining since the mid-1970s — particularly among blacks — and this trend could further reduce the number of 18-to-24 year-olds attending postsecondary institutions.

A second trend with implications for postsecondary institutions is the rising rate of youth unemployment, particularly among minorities. In 1982, youth joblessness for all races reached 22 per cent — a level which exceeded all levels since World War II. Among black youth, the unemployment rate in 1982 was 46.5 per cent — nearly half of all black youth who were seeking a job were unemployed. Any youth who had dropped out of high school, of course, faced higher odds of being jobless or of being marginally employed than youths who had their diplomas.

College-Age Population, Selected Years, 1950-2000



Population, Ages 18-24[a] (in thousands)

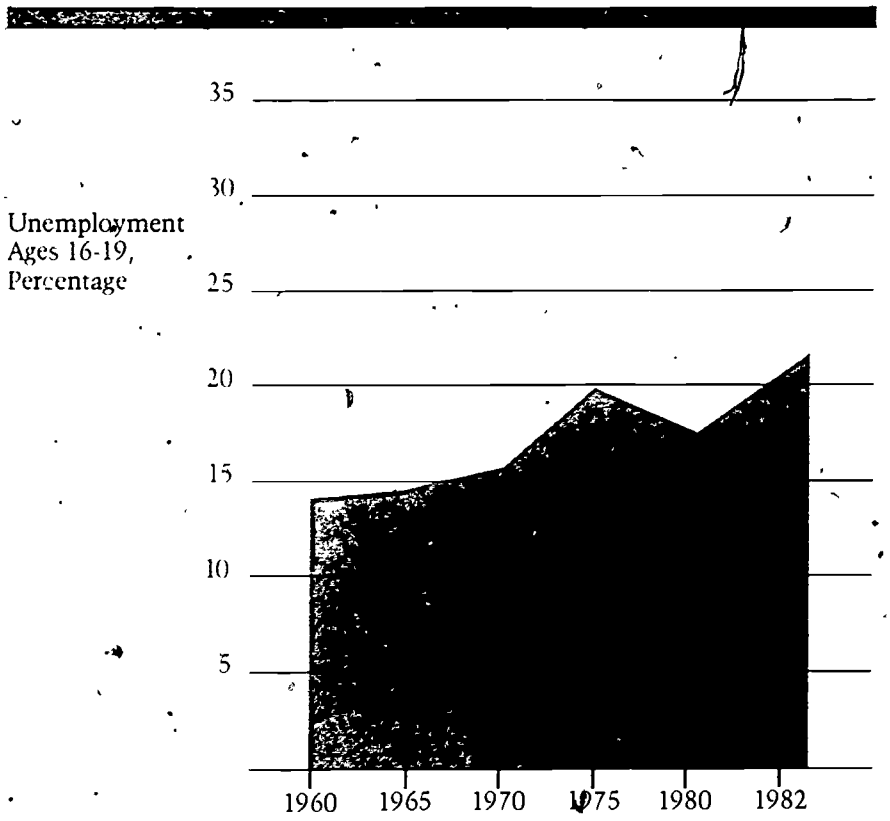
Year	All Races — Total	Black & Other Races — Total
1950	16,075	1,889
1960	16,128	1,959
1970	24,687	3,176
1975	27,605	3,927
1976	28,163	4,056
1977	28,605	4,194
1978	28,971	4,317
1979	29,285	4,422
Series II Projections[b]		
1980	29,462	4,499
1981	29,512	4,562
1982	29,357	4,601
1983	29,022	4,630
1984	28,480	4,625
1985	27,853	4,594
1986	27,084	4,544
1987	26,446	4,510
1988	25,967	4,491
1989	25,629	4,510
1990	25,148	4,507
1991	24,687	4,501
1992	24,240	4,500
1993	23,957	4,516
1994	23,594	4,505
1995	23,222	4,485
2000	24,653	4,668

a Total population, including armed forces overseas as of July 1

b Series II projections use a fertility assumption of 2.1 lifetime births per woman. It should be remembered that this affects only the last years of the century for this age cohort. Projections do not reflect results of the 1980 Census.

Sources: U.S. Bureau of the Census, *Current Population Reports*, Series P-25 (Washington: GPO), No. 311, p. 22, No. 519, table 1, No. 704, table 8, No. 721, table 1, No. 800, table 1, No. 870, table 1.

Unemployment Rates of Youth (Age 16-19)



Unemployment Rates

Year	Ages 16-19	
	Total	Black & Other
1960	14.7	24.4
1965	14.8	26.2
1970	15.3	29.1
1975	19.9	36.7
1980	17.8	35.4
1982	22.1	46.5

Source: *Employment and Training Report of the President*, 1982, Tables A-3, A-7, and *Current Population Survey*, Bureau of Labor Statistics, U S Department of Labor, December 1982-January 1983

This high unemployment rate is due in part to the general state of the economy, but a lack of basic academic skills is contributing to the problem as well. *Newsweek* magazine reports "many [New York City] employers consider the lack of basic educational skills—rather than the lack of specific job skills—to be the decisive obstacle in hiring unemployed inner city youth." Even among college freshmen, basic skills have been declining—to the extent that the Association of American Publishers is recommending that freshman textbooks be geared to ninth-grade reading levels Yet, this same level of competency is required to be a supply clerk and to do many jobs that would ordinarily go to non-students If many freshmen are able to read at only this level, jobs requiring this same competency may be out of reach to many youth who do not attend college

The lack of basic academic skills is all the more serious as the United States undergoes an important transition from an ecomony based on manufacturing to one based on high technology and services, with increasingly technical jobs. For this reason, the impact of the skills problem may extend beyond individual youth and employers to embrace the whole economy. America's ability to compete with other countries economically will depend more and more on the success of our "knowledge" workers. If many Americans cannot even read and write effectively, the people needed to staff jobs in the fastest growing industries will be in short supply.

Back in 1957, the launching of Sputnik by the Soviet Union set off a national anxiety in the United States that our educational system was not keeping pace with the requirements of international competition in science and technology. The challenge we face today does not have the symbolic urgency created by the launching of a satellite, but the real implications for the nation's prestige and economic vitality may be just as great.

Meeting this economic challenge will require better-trained youth. And this need calls for the creation of

new alternatives by postsecondary institutions. At a time when the colleges' traditional source of students is shrinking, helping to train these youth may offer colleges just the opportunity they need to expand their services beyond the groups they have traditionally served.

Federal employment and training policies can help make this kind of diversification possible. While CETA funding for public service employment fluctuated throughout the 1970s and finally ended in 1980, the federal government has remained committed to funding youth and adult job training programs up to the present, first through CETA and now through its replacement, the Job Training Partnership Act (JTPA). The special grants FIPSE provided to 30 postsecondary institutions sparked new initiatives in the area of college/CETA collaborations, but this was not colleges' first venture into this area. A 1980-81 survey conducted by the American Council on Education identified 323 institutions — about 10 per cent of all colleges and universities — which offered CETA-funded occupational training and employment services to disadvantaged students. Many of the institutions funded by FIPSE — such as St. Edward's and Los Angeles Harbor College — had already operated such programs in the past. As this booklet shows, postsecondary institutions have much to offer economically disadvantaged youth, the same population that Private Industry Councils and employment and training agencies serve. As shown in Chapter V, the new JTPA legislation actually increases opportunities for collaboration.

Colleges Can Serve These Students

A number of trends, then, are converging to make the training of unemployed youth a potentially attractive option for postsecondary institutions. Yet, if youth such as those served by the FIPSE programs were, by and large, unsuccessful in high school, why should they succeed in a college environment?

The experience of the 30 demonstration programs indicates that these institutions can succeed with many of these youth — even in cases where the public schools did not. Success was possible in some cases simply because the youth were somewhat older than they had been in high school — and had spent enough time trying to make it at the margins of the labor market to know that they needed further training to obtain secure employment. Moreover, the college environments were probably more supportive of

learning than many of the high schools these students had come from — if only because in college, they, and their fellow students were there by choice, not as a result of compulsory attendance requirements

But the most important reasons for the programs' success lay in their design These college-based programs emphasized flexible teaching methods and individualized attention to the needs of the students — including adequate recognition of when discipline was needed Many of them also involved work experiences, which appeared to increase the students' sense of self-worth and self-confidence, and helped them make the connection between learning and employment

Developing programs which incorporate these features put demands on a college or university, but the college and university staff who ran the FIPSE programs found the challenge satisfying, particularly because they could see significant growth taking place in their students as a result of the programs

In terms of other kinds of outcomes, also, the results were encouraging For example, the available data indicates that.

- The programs have contributed to substantial academic improvements among participating youth An independent evaluation of the first 20 projects, conducted by Lawrence Johnson and Associates, Inc., stated that "where data was reported, many students registered two or three grade level increases in reading and math skills .. [C]onsidering that the programs were only a year or less in duration, [these results] point out considerable program success in terms of student achievements."
- Students have demonstrated high retention and completion rates Retention data available from the Round II projects show that more than 80 per cent of the students remained in their programs until completion, or

Widening Support

Because we weren't sure what administrative area we wanted to locate the program in institutionally, we put together an internal management team in the very beginning. Any administrator who might have contact with that program was on that initial team and sat through things like developing the project's objectives, its job descriptions, and the interview process for hiring the coordinator. Everybody was with it from Day One. Nobody came in feeling, "Well, I don't really buy this, but I'll do my part because of my institutional role." Perhaps that is partly because we are a small institution and we have to live with each other day to day. We don't have bureaucratic problems. If somebody wants to try something and can articulate its value to the college and community, they'll generally get full support.

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At our very large university, the program receives neither real interference, nor active support. Adjustments may be required on the part of regular university personnel. Some of the students we had were a bit of a shock to the housing unit housemothers, for instance. Although they are not easily shocked, the language, clothing, and level of complaining and outspokenness was new for them. Some of those housemothers did get enthusiastic about the program nevertheless. What made them enthusiastic was that they came to feel that the program was doing a wonderful job that very much needed to be done. They were themselves proud to be involved in it, although when it started, they didn't know that they would feel that way.

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One reason that our faculty members feel very good about this program is that it gives them a new alternative for helping students. One of the things we found this year is that the program's flexible entry courses also enable us to keep regular students in the school who otherwise would have had to drop out. For instance, we had a person in the military, stationed at the nearby airforce base who was attending school during the daytime hours. All of a sudden his work assignment was shifted to daytime hours and the courses he was taking were not offered at night. We directed him to the non-traditional program. He's been able to pick up nine of his hours through the non-traditional program. So he became a part of the program even though he was not an unemployed youth. It kept him at the college.

His is only one example of how a program designed for this special clientele turns out to be able to help the college serve a wider clientele, and thus benefit the college. Without it, he would have dropped out and we would have lost his tuition and the state money tied to his credit hours.

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are still enrolled in programs which are continuing

- The FIPSE experience resulted in curriculum developments and organizational connections which have enabled many of the programs to continue (perhaps in a different form) after the pilot funding ended. About half of the Round II projects expect to continue offering programs for the disadvantaged much like those they operated with FIPSE funds. Colleges from both Rounds I and II have institutionalized new courses and techniques developed through their FIPSE program Their openness to serving disadvantaged students has increased And in a number of cases, outside funding has continued in recognition of program success

  For instance, the Utah State Board of Education commissioned Snow College to develop a mobile van unit that could offer high school students in a six county area the career exploration services the college had developed for its FIPSE students In Georgia, Thomas County Community College has incorporated the curriculum it developed for its one-year FIPSE program into a new two-year associate degree program in business, while still continuing to offer the one-year certificate program as well.

When the college or university already has departments which perform functions outside of the normal academic curriculum — such as a tutoring center, a co-op work experience office, or an Upward Bound program — the job of developing a program for unemployed youth is easier. At the same time, having such organizational units within the institution is not a prerequisite for operating a program for unemployed youth. For instance, Auburn University's FIPSE project developed a number of remedial math and English courses that are now used with other students at the university. And a number of the FIPSE programs were not lodged with special program offices but were sponsored by academic departments. For example, the division of physical and biological sciences at St Edward's University developed and ran the FIPSE program at that institution

The colleges and universities funded by FIPSE have shown that postsecondary institutions can broaden their instructional focus to include unemployed youth. But what if a college or university isn't in a position to provide actual instruction to these youth, but wants to get involved in addressing the employment issue in some other way? Postsecondary institutions around the country have found that there are other options These have included.

- developing labor market information to help local and federal policy-makers to identify training needs,
- carrying out funded research and evaluation projects of other types,
- providing training and technical assistance to staff people who work with youth directly,
- performing administrative functions — such as data processing or management consulting — for local employment and training offices, and
- providing student interns to assist in program operations.

Within their traditional research role, many universities — and some colleges — have collected and analyzed information for public and private agencies concerned with employment and training. Northern Illinois University studied the employment problems of Chicago's youth under contract with the city's Private Industry Council The Center for the Study of Human Resources at the University of Texas has done numerous labor market studies for CETA agencies. Demonstrating that two-year colleges can also play a research role, the College of Lake County in Illinois conducted a review of the basis on which other postsecondary institutions granted credit for CETA activities — then researched whether this credit mattered to private industry councils and employers.

State Fair Community College, in Sedalia, Missouri, one of the institutions funded by FIPSE, has also been coordinating Missouri's statewide job placement service for several years The service, a consortium of 60 schools, gathers information on job opportunities on a weekly basis through frequent contacts with employers Building on this information base, State Fair developed a computerized system which enables students to sit at a computer terminal and learn about the educational requirements and current job opportunities that exist in different fields in which they might be interested.

Brandeis University has performed a number of research and technical assistance activities connected with youth employment. As "resource agent" to nine of the FIPSE projects, Brandeis's Center for Public Service conducted site visits, gave technical advice to project operators, and gathered information about their experiences to disseminate to educators and policy-makers nationally. The Center has also formed a Youth Practitioners' Network, bringing together professionals who work with youth to share their knowledge.

Two other FIPSE-sponsored projects offered training for adult staff and short-term workshops for unemployed youth. The Bridges project in Boston conducted college awareness workshops and provided college counseling to 57 youth enrolled in an alternative high school and two GED programs funded by the city's Neighborhood Development and Employment Agency. The project, directed by Christine McCarthy and Mary Provo, also trained faculty from local colleges and staff from community agencies in strategies for helping disadvantaged youth to succeed in college.

The University of Michigan's Program on Women and Work, directed by Betty Kaufman, hosted a series of week-long employability workshops

for young women about to enter the world of work. Because the workshops focused on personal skills such as communications rather than pure academics, the program's designers recruited working women, from labor unions and the local CETA office, to lead the workshops. The program devoted its first phase to training the workshop leaders, who thereby gained valuable communications and leadership skills themselves from participating.

Some postsecondary institutions have helped CETA programs to carry out administrative tasks efficiently. The University of North Iowa at Cedar Falls has processed allowance checks for CETA participants for the state. The University of South Alabama assisted the Mobile CETA Consortium to lower its cost per placement by 55 per cent through a management study it conducted for the agency.

And employment and training agencies can often benefit from receiving help from student interns from surrounding colleges and universities. The University of Texas at El Paso operated an innovative internship program using FIPSE funds. The project involved 12-month internships for six to ten counselors from the local CETA agency and six to ten students from the school's College of Education. The interns provided direct counseling services to unemployed youth and also received intensive training in vocational guidance and counseling.

Many opportunities, then, exist for postsecondary institutions to involve themselves in programs to reduce youth unemployment. Some may choose to offer classroom instruction, but for those who wish to contribute in some other way, many alternatives are available.

Institutions	Type of Program Activity
Los Angeles Harbor College Wilmington, California *with* Wilmington Jaycees Joint Efforts Teen Post	*Provided basic academics and vocational training in clerical, drafting, and machinist skill areas to 59 economically disadvantaged Hispanic, Asian / Pacific, and Black youths.*
University of Michigan's Institute of Labor and Industrial Relations Ann Arbor, Michigan	*Trained 44 working women to conduct one-week residential programs, where they taught employability skills such as assertion training, career planning, communication skills, and working in the high tech society to 47 young unemployed women from across the state.*
Montgomery County Board of Education Mt. Sterling, Kentucky *with* A.O Smith Company Morehead State University Kentucky Balance of State Prime Sponsor	*Conducted program to upgrade the supervisory skills of 42 graduates of CETA industrial training program who are currently employed in entry-level positions. Leads to Associate of Applied Science Degree focusing on Industrial Supervision and Management Technology.*
Mayor's Office of Employment and Training Newark, New Jersey *with* Rutgers University	*Trained 20 minority Newark residents, aged 17-21, economically disadvantaged and out of school, who have ninth-grade basic skills. A three-month remedial program followed by two semesters of chemistry and related subjects, prepares graduates to become chemical technicians.*
Roxbury Community College and Bunker Hill Community College Boston, Massachusetts *with* Bridges Neighborhood Development and Employment Agency Education Collaborative Alternative High School	*Gave career and college information workshops followed by individual counseling to 57 students enrolled in alternative education programs in the city of Boston. Conducted staff development seminars for counselors and faculty of community agencies, alternative high schools, and two community colleges.*
St. Edward's University Austin, Texas *with* Austin Independent School District Capitol Area Manpower Consortium	*59 low income, minority, tenth to eleventh graders from Austin Independent School District attend Saturday and summer classes at the University in basic skills and introductory chemistry, biology, scientific math, and other electives. Class work supplemented by work experience in hospitals, clinics, etc. two days per week during the summer.*
State Fair Community College Sedalia, Missouri *with* Missouri Balance of State Prime Sponsor State Division of Manpower Planning	*Offered core group of classes, starting monthly, in employability development, math, English, history, and science, as well as job sampling for college credit to 55 disadvantaged youth, 16-21, who have experienced academic difficulties.*

Institutions	Type of Program Activity
State University of New York at Oswego Oswego, New York *with* Oswego County Department of Employment and Training Onondaga Community College Onondaga County Office of Manpower and Training Oswego and Onondaga Private Industry Councils	*For 24 CETA-eligible rural youth, aged 17-21, gradual immersion in college life was provided through orientation to student life and learning skills, followed by 12 semester hours of college credit courses, then work shadowing, and introduction to city life with paid summer jobs in Syracuse.*
Thomas County Community College Thomasville, Georgia *with* Chamber of Commerce Downtown Merchants' Association	*Served a total of 53 unemployed or underemployed local high school graduates, aged 18-22, with courses in basic skills improvement, oral communications, business finance, and personal development classes conducted in storefront learning center. An evening seminar series also taught sales techniques, stress management, and product knowledge*
Center for Public Service, Brandeis University Waltham, Massachusetts	*As resource agent for FIPSE projects, provided technical assistance, development of informal network among projects, and documentation of policy lessons to be learned from projects.*

II.

Educating a Different Kind of Student

The programs for disadvantaged youth described in Chapter I involve different student populations from those usually served by postsecondary institutions. Typically the services they involve and the goals they set differ also.

Different Students

Some of the projects serve youth who have dropped out of school. Others serve students who are enrolled in high school, and still others serve young graduates whose basic skills are below a twelfth-grade level. Virtually none of the youth served were on a direct path to college. In fact, these programs specifically target youth who were not familiar with the college environment and who could not be expected to move into a regular college course without some academic and psychological preparation.

While some employability programs for disadvantaged youth may fit comfortably into a higher education institution's total system, others may require some adjustments by the institution. What will be the status of these special students and special programs within the college or university? Will they be separate or can they be integrated into the mainstream of college offerings? Will the students receive full credit, partial credit, or no credit? The institution's response to these questions may point to a need to alter established policies concerning admissions, registration dates, and course scheduling, in order to meet both student and institutional needs. Or it may be necessary to adjust existing structures to match funding cycles of outside agencies.

Regardless of the official status of the disadvantaged youth to be served, postsecondary institutions definitely need to adapt educational methods in order to fit the state of the students' academic preparation and the program's particular objectives. Not all students in the demonstration programs had been unsuccessful in school, but many of them had. It was necessary to relate the teaching style, curriculum design, and counseling approach of these programs to such students' needs, in order to have them complete the programs successfully. In the remainder of this chapter, we will talk in more detail about some of the specific types of educational services that were provided to these students and about teaching strategies that proved useful. We will then look more closely at counseling in the next chapter.

Program Goals and Services

Different students require different goals and the goals of these projects included training for specific occupations, assistance in refining career goals and obtaining a high school diploma or GED, and preparation for entrance into a regular college program. In contrast to typical postsecondary activities, these projects were of shorter duration and were not geared to preparing students directly to obtain a college degree. Many program participants have continued to attend college, but their enrollment in a regular degree-granting program came after their participation in the FIPSE program.

Generally, students in the programs received a combination of several types of educational services. Although some programs provided predominantly one type, the range of services included the following:

- **Vocational Training.** Many of the programs offered a sequence of courses that would prepare the students to enter a particular occupation. The Newark program prepared youth for jobs as chemical technicians. Thomas County College in Georgia developed a program which trains students in "clerkmanship," so they can assume jobs as sales clerks, shipping and receiving clerks, ward clerks, and so on. Los Angeles Harbor College prepared students for jobs as machinists, draftsmen, or office workers.

- **Pre-College Orientation.** Some of the programs were not designed to lead directly to employment, but prepared youth to enter college, perhaps in a particular field. The program at St.

Teaching That Fits

These disadvantaged high school students aren't particularly better or worse than the sort of college population we see as freshmen, only younger and less educated, otherwise similar — not problematic nor stupid. The big difference for faculty has to do with the nature of the classroom time available to reach these special courses. Instructors must be very careful to choose only topics that are really important. They must be specific in their content focus, and thorough in developing pedagogy for that content. We had to learn to better define our objectives and what the students really have to be able to do to demonstrate an understanding of the content. Then we must get it well organized and pump it out in about 12 classroom contact hours. That's not many compared to 40 or 50 in regular college courses. The faculty had to make quite an adjustment, but it is a positive adjustment because what we've learned in teaching this program sure helps us in teaching our regular courses.

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We took students as they came in the door. We gave them a standard test of adult basic skills to get to know their basic reading and math levels. The test let us know which were so weak that we couldn't really help them, those we directed to the college's adult basic education program. If they were average or above, or only slightly below average level, then we took them into the program's college credit courses. We also utilized the college's vocational evaluation center. Using the center's skill tests, we looked at skill levels depending upon what students said they wanted to do. If they wanted to go into welding, or business and office occupations, or one of our arts and sciences transfer programs, we'd look at particular skill levels according to their career interests.

They also had a personal interview. Only a couple of candidates were eliminated through the interview process where it was determined that they were just too strung out for us to do them any good. Basically we took everybody who was interested enough to do the work; we just gave a lot of high risk people a shot at it.

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You have to start them where they are rather than where you think they ought to be, help them to feel successful right away by working up from what they can do. We always use diagnostic pretests to determine where they are in basic skills and concentrate on accentuating the positive.

Class size is the second thing that is important. Our classes of from 10 to 20 students utilize a combination of lecture and lab. We begin with some direct instruction to the group, then break into groupings of two or three at different levels to work on specific tasks to master the content. The instructor moves about from group to group. We also use peer tutors from the regular program to provide more resources to move about and help individuals and to provide role models. I guess it's a little like the old one-room schoolhouse — students helping one another and the teacher helping each move forward.

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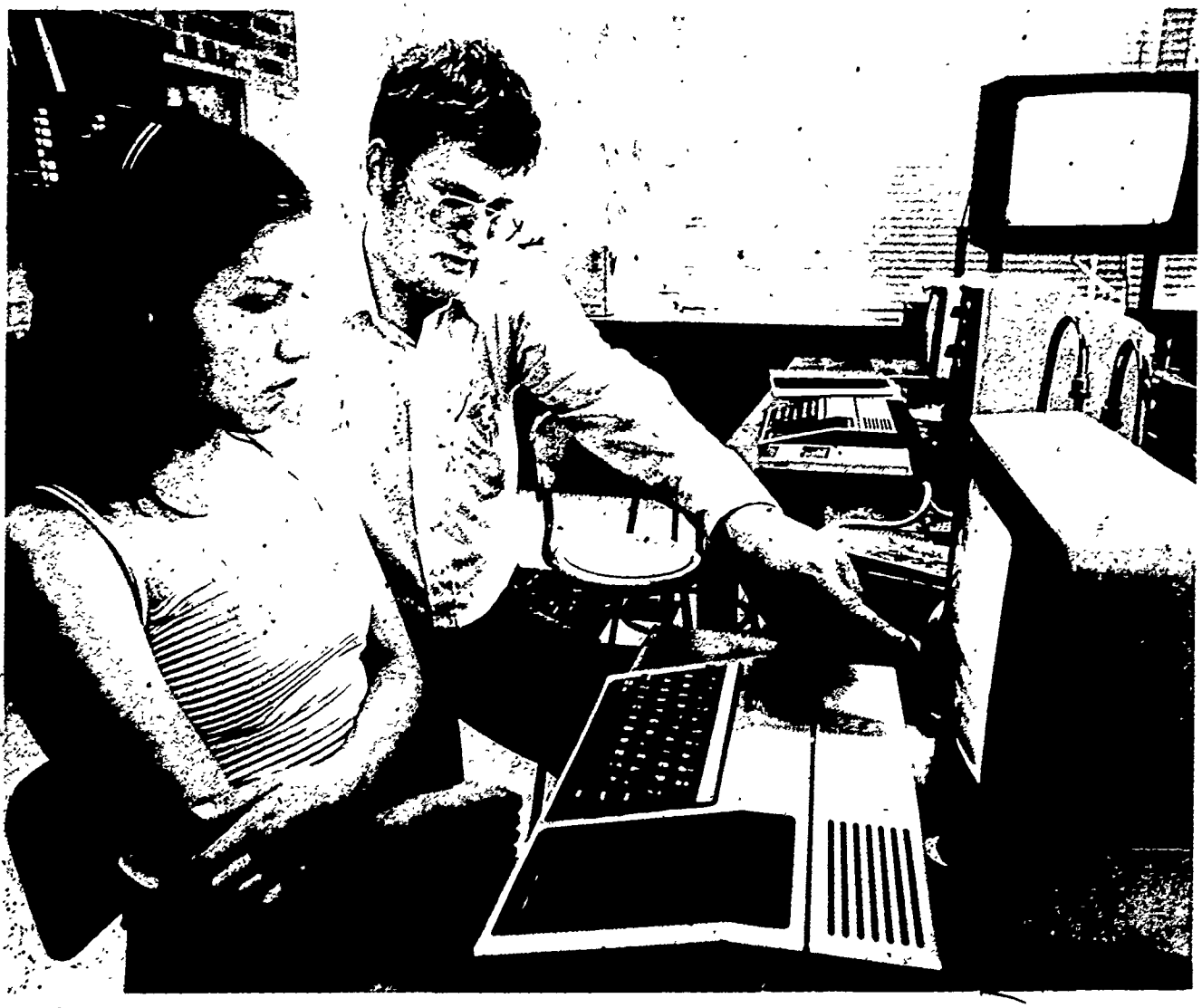

Edward's University enriched the education of high school students so that they would be able to enter college and successfully enroll in science and medically-oriented courses. The program at SUNY-Oswego essentially provided students with a "bridge" year, during which they could acclimate themselves to college life and develop their basic academic skills, while gradually taking on a regular course load

■ **Basic Skill Building.** Whether students were participating in a program preparing them for an occupation or for further academic studies, they generrequired some skill building courses in math and English as prerequisites for other college course work. Consequently, this type of preparation was and would normally be part of a special program for unemployed youth.

In Newark, the formal training in chemistry and other subjects was preceded by a three-month remedial program in math, English, chemistry, and problem-solving. At the State University of New York at Oswego, students could spend the entire first semester in individualized tutoring in basic academic skills available through the school's Office of Special Projects. Then they enrolled in regular college courses in their second semester.

A number of institutions may already have programs which provide basic academic skills, tutorial services, reading improvement centers, and other services for aiding incoming students with educational deficiencies. At those schools, existing approaches — perhaps with small modifications — may fit easily into an employability program for disadvantaged youth. For other colleges and universities, more extensive curriculum development may be needed, in fact, many of the FIPSE programs did develop new courses to help students strengthen basic math and English skills. Some, like Auburn's math and English courses, are now offered to the general student body.

■ **Life Skills.** Besides academic subjects, a number of the FIPSE programs offered training in "personal effective-

ness" skills, such as communications, assertiveness, or salesmanship The University of Michigan offered unemployed young women week-long workshops that focused mainly on imparting such skills, helping students to overcome problems of limited self-confidence and self-esteem In addition, students can often benefit from classes and workshops in "life skills" focused on such topics as budgeting, personal hygiene, sex/drug education, and dealing with the college bureaucracy. Though they may be offered for credit, they may not be, in either event, they can be important for assuring the student's overall success in college-based programs

■ **Career Exploration.** To focus on long-term employability, career planning or actual work experience were key features of most FIPSE projects These aspects of the programs were interwoven with the more "academic" aspects of each program in a variety of ways which are explored in Chapter IV.

Innovative Teaching Techniques

From the point of view of the college and university faculty involved, programs for these youth face the dual task of dealing with the prior educational deficiencies and limited self-confidence of this special population, while challenging the youth to break through these barriers. According to J D Lewis, of St. Edward's University,

> A program's instructional goals should present a significant challenge to the students so that the instructor's belief in the potential of the students is demonstrated and so that satisfactory performance is accompanied by a sense of achievement. At the same time the instruction should start at a level appropriate for the entry level of the student so that each student has a reasonable chance for success

A number of remarkable innovations were employed in these programs to move the students effectively into college-level work In a number of instances, courses were organized into modules so that students could start at different times and could repeat sections if necessary without interfering with the progress of other students At State Fair Community College, a significant departure was to organize a core group of courses on a monthly basis in fields such as basic math, basic writing skills, U S history, introduction to the biological sciences, and job sampling, all of which were available for credit

At the State University of New York at Oswego, a serendipitous event associated with the FIPSE program led to significant change in the school's introductory English course. Because the FIPSE program started after the beginning of the semester, a special section was established to serve FIPSE students. The teachers modified the course's usual structure, working with

the students in small groups, changing the nature of the assignments, allowing themselves more flexibility in the way they covered the material. The new approach proved so effective that the English Department decided to offer it the same way to other incoming students and the larger college community benefitted from an adaptation developed for a special student population.

When FIPSE students were ready, they often enrolled in courses from their college's regular academic offerings. In other cases, the students attended courses that were developed specifically for them. Sometimes these were supplementary courses; at other times, all of the students' course work was in special courses.

Some of the skill building courses the students took were in this special category, sometimes special courses were designed merely to introduce them to a subject, and so might be shorter than a normal college course. The students in the St. Edward's program attended classes on Saturdays during the school year. These special Saturday courses were necessarily shorter than those a college student would take, thus presenting a challenge to instructors to organize their material to fit into the shortened format. Obviously, in these cases, it was not possible to "cover the whole textbook."

In other cases, the material of a whole college course was covered, but at a somewhat slower pace than usual. For instance, at Newark, three-month chemistry courses were expanded to cover four or five months.

The programs have experimented with a number of other innovative instructional techniques, developing and refining them to meet the specific needs of their students:

■ **Team Teaching.** Often involving instructors from business, unions, or other sources outside th institution, some programs used various forms of team teaching. It can be an effective way to introduce different perspectives, cover special areas of expertise, or provide a mix of personalities in the classroom. The University of Michigan project used women union members and CETA staffers as co-teachers, in part to present the students with a variety of role models. In Kentucky, industry personnel with expertise in specific areas — such as safety or shipping — came in to teach particular segments in the industrial supervision program offered by Morehead State University, in conjunction with the A. O. Smith Company and the Montgomery County Board of Education.

■ **Small Group and Individualized Instruction.** This approach enables instructors to give more personalized attention, thereby reducing the pressures that students, especially disadvantaged youth, experience in lecture-oriented instruction. Resource centers and learning labs contributed to students' adjustment to learning in these projects. In the Los Angeles Harbor College program, students made frequent use of the institution's reading center, for instance.

■ **Frequent Testing.** Tests and retests help instructors keep tabs on, and reinforce, student progress. Regular teaching staff — used to waiting until the mid-term to identify students with problems — sometimes had trouble understanding the need for frequent reports on FIPSE students in their classes, but such frequent checking was important to assure that the students were keeping up with their course work.

■ **Educational Technology.** Video equipment, computerized instruction, and other technologies grab students' interest and give them opportunities to gain increased self-knowledge. In the Michigan program, role playing and video playback equipment were used extensively in both the communications skills and assertion training classes to give participants the opportunity to try out and observe new behaviors in a safe, secure environment. According to Ann Baker, project coordinator, participants loved the "theatrical" aspects and enjoyed watching themselves cope in simulated job interview and employment related situations.

■ **Peer Assistance.** Some of the programs relied on undergraduates from outside the FIPSE project to assist in teaching or engage in peer tutoring. Los Angeles Harbor College, for instance, employed three program assistants to work with youth in the program, and tutoring was a major part of their responsibility. Such student involvement can be a rewarding personal experience and a learning opportunity for both program participant and tutor.

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The FIPSE projects have shown that successful academic programs for economically disadvantaged youth should have an instructional design that considers the specific needs of the students and that takes into account the variety of ways in which people learn. When these steps are taken, the students do make academic progress, and many of them have been able to enroll in regular degree-granting programs. Without some assistance at the beginning, however, this would usually not have been possible.

At the same time, the modifications that have been made to serve these students have proven to be useful in meeting the needs of the college's traditional students as well. These students also have trouble keeping up from time to time, they, too, respond to innovative and varied teaching techniques. The broader usefulness of the methods developed for the FIPSE programs has been a surprising and welcome by-product of these projects.

III.

The Crucial Role of Support

In the previous chapter, we talked about the ways in which innovative, personalized educational approaches can help the disadvantaged youth to succeed in the classroom. This chapter looks at the broader topic of what it takes to help the youth mature as a human being and to remain in, and succeed in, an educational program. The distinction is artificial, of course, because many of the methods for supporting the youth's *academic* and *personal* development are the same, and because, more than is true for the regular college student, programs for disadvantaged youth will fail if they do not focus on the participant as a whole person.

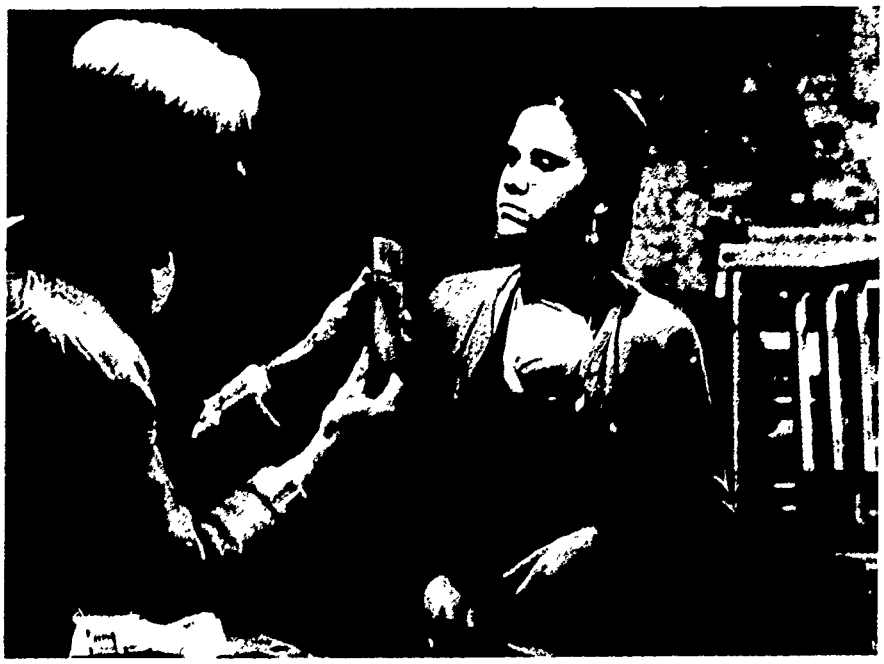
Academia and the professional work world are foreign to most of these students. Disadvantaged youth frequently lack self-confidence and a sense that they can succeed, and many also initially lack the self-discipline required to cope well with the requirements of college or of work. A post-secondary institution that has committed itself to work with these students must recognize these difficulties and help the participant to overcome them.

The key — as many FIPSE project directors put it — is to approach each student as an *individual*. This generally means that at least one adult associated with the program — it could be a faculty member or a counselor — must have contact with the students outside of the classroom and take an interest in their ideas and problems. In a sense, this support compensates for the encouragement that many of these students (though not all) fail to receive from their home environment concerning their work in college.

Providing this support can be time-consuming, but the pay-off is substantial. For when students feel that instructors or counselors are aware of them personally and concerned about their progress, it provides the support they need to work through their problems and increases their enthusiasm for their education.

A student from the State University of New York at Oswego clearly expressed the importance to him of the support he received.

> When I first came into the program, I didn't have much confidence in myself and I was just afraid that I wouldn't be able to stay in this program. But when I went to talk to my counselor and to some of the teachers, they really encouraged me in my work and studies. It has just helped to restore the confidence that I needed to be able to stick with this. I don't think I could have done it otherwise.



Extending Contact

Staff members have found a number of ways to keep in contact with students outside of class. This contact can occur at meals or in the students' (or staff's) living quarters when the program is a residential one. Sometimes, keeping in touch may mean staying in communication with a student after he or she has left the program. One student in the SUNY-Oswego program dropped out twice, but eventually returned and enrolled as a regular student in the college. "She came back because we maintained contact with her and her family," Frances Koenigsberg, the project's director, said. Also, "she realized she couldn't get a job and had better go to school."

Being There to Help

Support and encouragement comes in many forms. Our program included being videotaped. A lot of people felt really funny about performing before a video camera. Some trainers handled reluctance by being very directive. Trainers also would lead the way. They were willing to try anything themselves, went ahead and virtually turned handsprings, stood on their heads, did everything to show that even making a fool of yourself is absolutely OK in this group. That they were able to model participation and openness was very helpful.

In addition, the project set up "job clubs" that met daily throughout the week-long school. Each job club is made up of two trainers and four to six students. Job clubs are used as a personal support feedback mechanism, they were also used to do some of the assignments — such things as doing some career planning, making notes for one's resume, and so forth. They were a sort of combination tutorial and group therapy. Each one also elected a representative to the Committee on Governance, which in a labor setting would be the grievance committee.

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Some people started out like dark horses. They didn't have faith in their own ability and we didn't know how well they would do. Sometimes it took that extra expression of concern and commitment on our part to keep them in the race. The girl who ended up being the class president, her family is on welfare and her mother has five kids. When she came into the program, we had a serious problem with her attendance. Her family moved four times during the year of the program. Her mother would let the rent pile up unpaid, then they would just move. We spent a lot of time counselling her and talking with her mother. I finally convinced her that if she didn't have the money to get to school, rather than stay out, she should speak to me and I would see to it that she got here. From then on she became more stable, her grades improved, she was practically a straight A student by the end of the program. She's now a pre-med major and going to college full time.

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What worked best with our students was a lot of one on one attention from our project coordinator. She tried to reach everyone twice a week. A lot of it was by phone: "Hi, how've you been?" "Any problems?" "Tell me what's been going best." We also set up a study lab that our students had to use. The number of hours required of them depended on the number of credit hours they were taking. A good deal of peer tutoring occurred in those study labs. Students began helping each other as a side effect of being together at the study lab. Those two key things kept our students in the program, kept them motivated to complete it.

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Jill is a person for whom things do not come easily academically. She'll never be an outstanding student, but she has shown in the program that she can make a respectable one. She is prone to getting frustrated when things aren't going well. She attended last spring and summer. Then last fall when we divided the time into three one month sessions, she never turned up the first two sessions. We didn't prod her too much. We called a couple of times, talked to her vice principal at the high school. The third month, back she came and even submitted an application for admission to the university.

What I think made the difference is that we didn't apply heavy pressure. What we tried to say is "You are capable of being a productive person, you may not be an A student but that doesn't eliminate your abilities that you can make good use of." We kept after her but in a friendly, supportive manner without holding a gun up to her head saying, "Do it or else," or "Do it now!"

We don't expect them to be perfect. We realize that they are going to make mistakes and we have to let them work through the process — kind of like the prodigal son — if they will come back, we're still here for them.

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But even for students who are not having such obvious difficulties, contact with teachers or other staff outside of class is an important way for the youth to feel known as individuals and to grow in understanding themselves and their career goals. Their contact with adult staff members also provides them with a sense of what adult life is like, particularly adult life outside their own family milieu. Putting low income students in healthy contact with people involved in professional careers can profoundly affect their aspirations and efforts to succeed. A teenage student from a disadvantaged downtown area sees health professionals, for example, from a psychological and social distance and tends to think they differ fundamentally from him or her. Up close, the students find that the professionals may be more polished and knowledgeable, but are not fundamentally different Becoming familiar with them and with the life of the work they do, experiencing what is going on and what really happens, leads to seeing that the gap is not insurmountable When physicians and nurses took an intern out to lunch, her incredulity gave way to the realization that she felt relaxed and could enjoy herself — after all, these were her work colleagues. Such experiences lead to the discovery. I *could* do this work some day!

One project director gave a personal example of such out-of-class contact:

> I was very pleased with the attitudes and relationships developed with the students, partly due to the fact that we ate meals as a group, and also we used a van to move students as a group to and from class. Although one would question the management wisdom over the long term, we used people such as myself to drive the vans, and in this way the students got to know the staff. Not good management in terms of manpower, but it yields good results in terms of student attitude

■ **Role Models.** Two of the projects formalized the role model-mentor process a little more than others. The Los Angeles Harbor College project, as we noted, employed three program assistants, who were each assigned about 17 participants. They helped entering students to choose courses, introduced them to campus services, and generally guided them around. They also did tutoring and peer counseling during the program.

Thomas County Community College developed a role model / mentoring program with the assistance of the Local Chamber of Commerce and Downtown Merchants Association. There, local business people were recruited to serve as mentors to students in the program. Contacts between the student and the mentor could be as little as once a week; as time progressed, the participant and role model might choose to increase contact at their own rate.

■ **The Role of Praise.** It is crucial to give personal support and praise to the students when they are making progress and to encourage them to improve — academically or behaviorally — when they are doing less well. As Joan Leadbetter, director of the

Newark Rutgers project, put it.

> You've got to keep on encouraging them. You can't let them believe that they're not capable. They are going to get that everywhere they turn — statements to the effect that "You're not capable"; "You're not qualified"; "You're different or less." So somebody has to be there constantly to encourage them, and to get on their backs when they are giving less than 100 per cent.

■ **Life skills.** The use of structured courses in "life skills," mentioned in the last chapter, can clearly assist the student in dealing with the demands of college life and of their young adulthood.

■ **Realistic goals.** Realistic goals should be set for the student academically. Expecting straight A's is not realistic. For some students, passing grades are a valid achievement — depending on the academic level they began at. Students who aim too high can easily become discouraged and in the process can lose interest and withdraw from the program. They will need support in recognizing genuine achievement.

■ **Setting Limits.** As is the case with other college freshmen, sound standards of behavior must be set and students must be held accountable. Rules must be established and violations should result in penalties. In the Newark program, the policies with regard to time and attendance resembled those of a job. Students were required to call if they were going to be absent or late, and were docked for being late to class. If students were chronically late, the stringency of the requirements was increased. Under certain circumstances, students were fined a full day's pay if they were more than nine minutes late. More than for other students, it may be necessary to structure these students' time at first. SUNY-Oswego established regular study periods at the start of the program when it became clear that students were not keeping up with assignments.

> When we found they couldn't get the homework in on time, we set up intensive and frequent homework sessions at night. As time went on, we slowly decreased the number of times we had these sessions and encouraged the kids to make use of the regular schedule.

■ **Peer Support.** Within the group, students may offer each other needed support, encouraging some members to do better and helping members of the group to adjust to college life. As a counselor at the SUNY-Oswego program explained.

> The big problem that youth who are in this program encounter is culture shock. Most of the students on campus are middle class The students in our program are from a totally different background and need each other to help them get used to the college life

Frequently it was a peer who provided the encouragement necessary for a participant to seek extra tutoring help or get an assignment in on time

In short, to provide a successful college or university program for disadvantaged youth, it is necessary to treat each student as an individual, "something we educators do well with little children and Ph D. candidates and not very well with anyone in between," as one project director put it

Some Institutional Adjustments Are Needed

Providing educational services to low-income, unemployed youth puts some demands on the university which go beyond what is normally required to serve its mainstream students Flexibility is clearly needed, a need which was highlighted in a study by the Washington-based firm of Lawrence Johnson and Associates In an evaluation of the first 20 FIPSE projects, the firm found that the most successful projects were characterized by:

> *"a willingness and ability of postsecondary institution faculty to develop or revise courses or traditional teaching methods;"*
>
> *"a willingness of postsecondary administrative staff to apply registration, admissions, and other administrative policies and procedures with flexibility, in order to respond to project needs, particularly at the beginning of the project."*

Thus, colleges and universities which want to run a successful program must be willing to make some adjustments This flexibility is needed not only to succeed with their students, but in order to form good relationships with employers, local employment and training agencies, and other outside organizations.

Not every faculty member will be willing to modify his or her course to suit the needs of a program for unemployed youth. And not every faculty member will want to spend time outside of class acting as a role model and mentor to students. However, the faculty and staff who chose to participate in the FIPSE programs often enjoyed the challenge of developing new programs and of working closely with youth who needed extra support.

As Lin Harrison, director of Vocational Technical Education at State Fair Community College, said:

> A side effect of the project has been the way in which it has regenerated the enthusiasm of college faculty members. You know, you can be afraid of, or excited by, change. Our faculty has opted for excitement. So don't be afraid to change. Analyze your population and deliver services as they need the services delivered.

IV.

Linking the Classroom to the Workplace

College enrollment and classroom training in basic or vocational skills contribute significantly to a youth's long-term employability. Receiving a degree or a certificate contributes still more But classroom training by itself does not provide a youth with a direct experience of the different kinds of jobs that might be available to him or her, nor does it provide a chance for the youth to develop the work habits and attitudes needed to succeed on the job.

Moreover, when they are selecting new employees, most employers want to know, "What *experience* have you had?"

Consequently, in order to increase a youth's potential for employment, most programs for disadvantaged youth incorporate one or more direct links to the world of work Students can be exposed to the work world through:

Placing them in a job in which they could gather work experience in a specific occupational area and / or develop good work habits;

Giving them an opportunity to get a feeling for a variety of different jobs, by placing them with several employers on a short-term basis through a "job sampling" program;

Having them spend time with a professional person, to observe what that person's job is like, through a work "shadowing" program;

Providing career counseling, career planning workshops, or pre-employment workshops, to help them understand the career choices available to them and the steps needed to find and obtain a job.

The Los Angeles project involved work experience in the clerical and drafting fields, two of the fields in which youth in the program were being trained. At St. Edward's, summer internships exposed students to jobs in health service settings. The State Fair Community College program involved job sampling—for college credit—in a variety of fields. Through the college's earlier Experience Based Career Education project, over 350 job sites had been developed and analyzed and could be drawn upon for the FIPSE program

At State Fair, students can use a computer terminal to work on questions about different careers—and then identify job sampling sites that might enable them to test out their interest in those they felt drawn to. Staff there feel the program enriches the educational experience so much that they are thinking of making job sampling a required part of every degree program.

Giving credit for work experience, job sampling, or internship activities may be a useful way to encourage students to engage in these activities without pay, if employers cannot be found who are willing to hire youth on an unsubsidized basis. Formerly, many of the FIPSE programs have obtained CETA funds to subsidize wages in work experience components, but the new employment and training legislation puts a strict limit on funding for wages and stipends. As a result, it will require more creativity to arrange for work experience opportunities for students in the future. CETA and the new jobs training legislation are discussed in Chapter V.

The experience of the FIPSE projects suggests that direct contact between youth and potential employers ought to be an integral part of each youth's education and development. Where there is a concerned supervisor at the worksite, strong links between the worksite and classroom experiences can be established, with the supervisor providing guidance in skill development on the job and feedback to the youth on the quality of his or her work.

Even without this direct link with school programs, students tend to grow a great deal through their work experiences. Often, because they can produce tangible results at work, they obtain a kind of satisfaction and increased self-confidence from their job not as available to them in class.

Developing Job Sites

To involve employers, I guess you sell the program basically as you would sell anything else you believed in. It means working on public relations. One selling point is that you are offering free labor, but inevitably it boils down to building good relationships between the project coordinator and employers. You go in with the attitude, "Look, these young people are trying to decide what they want to do with their life and we're trying to help them and we need your help in order to help them!" We sell it partly on an altruism approach: "You can help develop a useful productive member of society or you can pay taxes to support this guy the rest of your life."

In job sampling, any one student ordinarily goes to a number of sites. We started with a bank of 250 employers resulting from contacts established over a four- or five-year history of providing career education and training programs for high school youth. In the earlier experience, we had worked with the Appalachian Educational Laboratory, which had developed a useful format for analyzing jobs and job sites. It covers the Dictionary of Occupational Titles code, occupational clusters, and job descriptions, as well as pragmatic concerns like what constitutes acceptable clothing on the job, whether you can take a break there, eat lunch there, and so forth.

Credit for the experience is linked to completing an activity associated with the job and the students' career choices or courses they are taking, in addition to employer evaluation. Usually the activity is a written report of some kind. Perhaps the student wants to be an accountant or the activity is tied to an algebra course. The activity might then involve devising some sort of a ledger program tied to the actual work at the job site.

Class study frequently takes on greater meaning when they are able to observe its applicability in work situations. Also, they may enjoy the opportunity they have on their job to interact with adults, and receive recognition from them for making a real contribution to others.

Work experience can be brought back to the school setting for examination in several ways. Youth in the St. Edward's project presented reports to their instructors and classmates on their experiences at their work sites. These sessions, which actually replaced part of their planned guest speakers' program, enabled them to expand their ability to communicate orally as well as providing them with a chance to reflect on their experiences

As the project director sees it, this method benefits the program's relationship with employers as well as all the students:

> We minimize paperwork for the people at the site, because we are very dependent on them, and use the students themselves to report back Each student gives a short seminar of about 15 minutes on what they are doing at their internship. The seminars vary in quality, but generally they benefit the whole group. They create an awareness, a broader perspective on what goes on out there in the field—all the way to Mary recalling how she counts each item and instrument used in the operating room before the operation, then recounts them again afterwards and boy, the counts better match!

Youth can bring their work into the classroom through written reports. At Oswego, students prepared written reports on their "work shadowing" experiences.

Program coordinators can obtain evaluations on a youth's performance on the job as well as in class, increasing the opportunities for gaining a total picture of the youth's abilities and needs. Ideally, such feedback could even come from face-to-face meetings

between the supervisor, the instructor, and the youth, but information can also be obtained through job developers and counselors in contact with the employer. Academic deficiencies identified on the job can be worked on in class. Attitudinal problems can often be more readily identified at the worksite and addressed there because, in the work environment, it is possible to demonstrate to the youth a direct correlation between attitude and earning power.

The tie with work often has a favorable impact on the teaching methods used as well. Team-teaching, involving people from the private sector, can enrich a course, providing valuable new perspectives. Bringing in such people from business is also a useful way to reinforce their commitment to a program — and to hiring its participants.

Connecting the educational program to business also helps bring into focus what needs to be taught in the classroom. As Dale Graham, FIPSE project director at Thomas County Community College in Georgia, said:

> Educators don't usually take the time to ask business, "What is it you really want?" I'm a math teacher from way back and I remember teaching fractions, for example. Students come in and are asked to add 2⅜ plus 5⅝ plus 8⅔. Now when in your whole life have you ever had to add numbers like that? Then there's "Today Susie is ⅓ as old as her uncle; in 2 years she'll be ⅙ as old; how old are Susie and her uncle?" If Susie and her uncle don't know how old they are, I don't care either! The only place you have to handle weird problems like that is in general math classes and the people we are trying to reach have been punished by years of general math classes. Our program makes a marriage between the curriculum and practical application.

From Student Writings

People were just as curious about me as I was about them. I was given assignments right away. And my coworkers weren't hesitant to give me new ones.... Receptionist is one aspect of my job which I like. I answer all telephone calls; I give out needed information if I can, and then transfer all other calls. I greet the public coming in for various interviews, appointments, or paying of their bills. I send out pamphlets, add people to mailing lists, and take messages ranging from family members to presidents of large firms across the country. I can also get my daily assignments done during breaks of rings from the telephone, creaks from the door and *tch tch* of my pen on a pad. I dislike stuffing envelopes for bulk mail or putting labels on envelopes. These are the most boring time-consuming activities I have ever encountered and a six-year old could do as good a job.

As time went on, I actually didn't mind getting up for work in the morning. I like the idea of getting into a professional environment. Even though it was temporary, it was something that I hadn't experienced fully before and I came to like my new image. There is only one thing I noticed: age makes a big difference in the business world. The elder are much more respected and admired and at times spoke down to the younger generation, which could briefly shut me up.

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I have just completed my career shadowing at Oswego Industries Inc. which provides employment for the physically and mentally handicapped who are not able to obtain employment in the regular working world. During most of my career shadowing, I worked with the time study controller or production clerk. She conducts time studies which determine the percentage of minimum wage that each client will be paid. I spent a day with the bookkeeper learning how they pay their bills. She taught me how to type out checks and bond them. I found bookkeeping a time-consuming but enjoyable job. The last day I spent working with the accountant. I learned how they send out their bills. She taught me how to post debits in the ledger. I found out that accounting is very complicated through this experience.

Career shadowing has helped me to understand better the duties of bookkeepers and accountants and decide that I can see myself in this career very easily.

■ ■ ■ ■

The need to know English and math becomes much clearer to many disadvantaged students through their work experience — even if it becomes equally clear that there's no need to know how to calculate the relative ages of Susie and her uncle. The work experience can give them a more concrete sense of why they should work on their basic skills

Ironically, one youth intensified his efforts to learn after a summer job — not because of what he found he needed to know on the job but because he learned what kind of job he would have if he didn't succeed in school. After a summer as a laborer on an inner-city construction project, this SUNY-Oswego student told the project's staff, "I have to study, I've got to learn, I won't just push a wheelbarrow the rest of my life."

Developing Worksites

It may seem difficult to develop jobs for unemployed, unskilled, disadvantaged youth — particularly at a time when unemployment is high. However, the experience of some of these programs has shown that it is possible, when a focused effort is made Of course, actively involving employers in planning the program at the conceptual stage greatly increases the chances of developing job opportunities with these employers for students in the program

Prior to actual job development, it is important to articulate the exact goal or goals of the work experience component For some programs, work experience is a form of on-the-job training which complements the content of the classroom training. For other programs, it is a career exploration experience or introduction to the values, attitudes, and expected behavior of the workplace. Still other programs combine these goals

If the employer doesn't have to pay the students, it is much easier to place an intern. Project directors note a corollary problem to guard against, however:

> Some employers think of unpaid labor as someone to do the piddly work We had calls from employers looking for free students. That is not what we are about, so I'd throw cold water on that as quickly as I could. Our goal is for the student to learn through exposure to the professional situation. As long as this can be accomplished, we are willing, in fact we'd like, the employer to get some benefit from the presence of this student. The common concern is, "Look, my people are busy and can't spend time teaching kids what is going on." We say, "Alright, just let them observe the general range of activities, but train them to do one or two things and set them to work doing those things, so you get some use out of them. And doing those things and just being there and seeing whatever else goes on around them will make it worthwhile."

Once the goal of the work experience component has been determined, then the process of cultivating relationships with employers begins, if it has not begun already. As is the case with all other kinds of relationships, the process of developing a rela-

ICAM Program Evaluation

Read each statement carefully. Decide whether you think it is a poor or accurate description In the blank preceding the question, write 0, 1, 2, 3, 4, or 5 according to the scale.

Very Poor Description			*Accurate Description*		*Don't Know Not Applicable*
1	2	3	4	5	0

___ 1. The ICAM student was neat, not messy.
___ 2. The ICAM student was careful.
___ 3. The ICAM student was active, not passive.
___ 4. Overall the ICAM student was of good character.
___ 5 The ICAM student was competitive.
___ 6. The ICAM student was cooperative.
___ 7. The ICAM student was flexible and listened to criticism
___ 8. The ICAM student was reliable.
___ 9. The ICAM student was satisfied with the internship.
___ 10. The ICAM student was calm and not easily excited.
___ 11. The ICAM student was friendly.
___ 12. The ICAM student showed a willingness to learn.
___ 13. The ICAM student was even tempered.
___ 14. The ICAM student was confident.
___ 15. I would encourage the ICAM student to go into a medically related profession.
___ 16. I would give the ICAM student a good recommendation if (s)he asked for it.
___ 17. I believe the experience at my site helped the student to relate in a more practical sense to the medical professions.
___ 18. I wish I could have had the ICAM student a longer period of time.
___ 19. I would be willing to sponsor an ICAM student again.
___ 20. I believe the ICAM student would have profited from more direct supervision by the University staff.

Date _____ Signature _____

tionship to provide jobs and workers requires time and careful nurturance. But these efforts can produce not only jobs for current and future students but other resources which will be discussed in the chapter on collaboration.

Morehead State University in Kentucky has been fortunate in forming a strong relationship with A O Smith, the largest local employer in Montgomery County, Kentucky. In order to upgrade the skills of some of its entry-level employees, A O Smith paid their tuition in an associates' degree program at Morehead in industrial supervision and management. The company in turn obtained Targeted Jobs Tax Credits for hiring these youth.

It is impressive — and somewhat uncommon — to see Targeted Jobs Tax Credits used to fund an educational program, but under most circumstances, Targeted Jobs Tax Credits are clearly a useful incentive in developing employment opportunities for program youth. A new feature of the tax credit now makes it possible for employers to recover up to 85 per cent of the wages they pay to disadvantaged youth on summer jobs.

In doing job development, one possible strategy is to focus on the strengths and personalities of individual youth, selling that youth to the employer rather than the concept of hiring a youth. Some job developers are very effective at selling the employer on the notion that they have an unusual *opportunity* to become involved in a very successful program.

Job development can become a goal and an outcome of every contact between the staff of the educational institution and any entity which employs people. Vendors and contractors who do business with the college or university are potential employers as are alumni and professional groups. Every job development contact in turn becomes an opportunity to market various components of the program, thus expanding possible collaborations. In fact, every contact is a potential employment opportunity.

It is useful to remember that employers usually greatly appreciate public recognition for hiring unemployed youth, so publicizing the fact that formerly unemployed youth from a program are now working for a company may reinforce the managers' willingness to continue the job — or hire more youth in the future.

Community-based organizations, the local PIC or employment and training office, and the college itself are potential employers, too. Los Angeles Harbor College placed most of its students in jobs with other college departments, for instance. Other programs may find similar job opportunities close at hand.

Sometimes, in dealing with private employers, the college may discover that it has resources itself which the employer might value. Such resources might include adult basic education programs that entry-level staff could attend, or courses in management or computer science that might interest higher level staff. In this situation, the college might be able to arrange a trade — work experience slots in exchange for course vouchers.

Because of the personnel needs of employers, it is frequently possible to develop programs designed to meet those specific needs — an approach which brings major mutual benefit in terms of job placements as well as other forms of cooperation. But even when placement in a specific occupation is not the goal of a program, persistent efforts to develop work experience opportunities can bring payoffs. The benefits to the youth are so great that the effort is worthwhile.

A Flourishing Partnership

A.O. Smith had previously collaborated with the Montgomery County Board of Education in the development of a 15-week training program for high school drop-outs. The program provided training in basic skills, consumer education, and industrial practices, and resulted in entry-level jobs for program graduates.

When it appeared that limited opportunities for advancement were contributing significantly to turnover in these jobs, Morehead State University and A.O. Smith developed a follow-up associate degree program in industrial supervision and management technology, which would allow these employees to develop their career potential and employability further.

Don Patrick, the director of the program for the Montgomery County Schools, feels the Board of Education and the state college were able to form links with A.O. Smith and other companies by deliberately and carefully building relationships with employers. To convince industry that the educational institution is serious about forming links, a visible person in the school administration was identified to serve as a liaison with industry. He also emphasizes the importance of holding dinners, workshops, and other events to draw in business people and increase their feeling of involvement. In Montgomery County, a weekend retreat at a state park was held to discuss the problem of youth employment.

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V.

Gaining Funding and Assistance

One of the main attractions of operating programs to increase the employability of youth is that many other segments of the community have a stake in the outcome Local employment and training agencies want to fund programs that promise to reduce unemployment. Private employers want competent entry-level workers, and will often respond positively to the opportunity to help shape their training Community-based organizations have an interest in helping the youth in their areas, and can be called upon to help in recruiting candidates for a college-based program. Let us look more closely at what colleges and these other organizations have to offer one another and how they can work together effectively

Private Industry Councils and JTPA

The FIPSE grants were specifically designed to encourage links between colleges and CETA agencies and clearly succeeded in this regard. Most of the FIPSE programs received additional funding from local CETA agencies in addition to their FIPSE funds. Indeed, in FIPSE's second round of programs, the FIPSE grant of $650,000 was augmented almost immediately by $950,000 in other funds, most of them from CETA prime sponsors.

The CETA funds were used primarily to pay the youths' tuition and/or to provide them with allowances or wages. Some local CETA agencies also provided funding for staff salaries, administrative costs, or for materials development.

Under the Job Training Partnership Act, CETA's successor, local employment and training agencies will continue to be the most promising source of funds for postsecondary youth employment programs. However, JTPA puts a strict limitation on the use of funds for participant allowances and wages, meaning that local employment and training agencies will not usually be in a position to provide this kind of funding anymore. They will still be able to provide funding for other aspects of a youth employability program at the postsecondary level, however. In fact, restrictions on paying wages *encourages spending on education and training activities*. Several other features of the new legislation may increase funding opportunities for college- and university-based programs.

First, the new legislation mandates that 40 per cent of the funds go for programs for youth under age 22 and also sets goals for services to high school drop-outs, a major group served by the FIPSE projects.

Second, the new legislation has made several structural changes in the way in which employment and training programs will be administered on the state and local level. This change may favor colleges and universities. Whereas local governments had almost exclusive authority over funding decisions under CETA, the new act provides that local spending plans must be agreed upon jointly by local governments and Private Industry Councils, at least half of whose members must be from business. This change may give organizations without ties to existing CETA agencies a new source of access to funds, by creating another entity to which they can appeal. Moreover, educational institutions are guaranteed a representative on the local PIC, and postsecondary institutions may succeed in having their nominee appointed to this seat. Even if they do not, colleges and universities may be able to garner particular support from the business community that will favor them in securing local funds.

Third, 8 per cent of the JTPA funds will be allocated at the state level through cooperative agreements with the state educational agency—an arrangement which should be favorable to educational institutions generally and to public institutions particularly. Already, one state, Illinois, has used discretionary CETA funds to encourage public universities and community colleges in the state to become more involved in employment and training. The state's Department of Commerce and Community Affairs funded the Illinois Board of Higher

Education to create a network among the state's public institutions, so they would become more aware of opportunities for such funding This network will place them in an advantageous position to help plan and allocate so-called "8 per cent" money at the state level.

Fourth, the Secretary of Labor is required to spend part of the funds for the development of labor market information and for research and development on issues related to the design of effective programs. In this area of JTPA funding, colleges and universities may find research opportunities through which they can participate even if they do not choose to operate a direct service program

Money is not the only source of assistance that local employment and training agencies can offer Many FIPSE programs turned to CETA prime sponsors for help in recruiting and screening applicants to their programs, a vital program need. Local employment and training staff may also be able to offer valuable assistance in preparing and supporting proposals for funding from other sources, such as foundations or other governmental funding sources And some colleges and universities have already obtained help from the Private Industry Councils that existed under the CETA legislation and will now have a larger role to play under the Job Training Partnership Act. The SUNY-Oswego program, for instance, was able to turn to the PICs from Onondega and Oswego Counties for help in developing both "work shadowing" opportunities and summer jobs for their participants.

Cooperation between CETA and higher education institutions has not been without problems for some programs. For example, the *timing* of funding from CETA was one problem The CETA funding year has traditionally begun in October — and frequently definite funding agreements have come late due to delays in appropriations by Congress. This has been difficult for colleges and universities, which begin programs in September The new legislation, by shifting the start of the fiscal year to July 1, makes it possible to know funding levels many months in advance, permitting more advanced planning prior to the start of the school year

Employers as Collaborators

Many employers look to youth as their major source of entry-level workers, and for them it may be good business to form a partnership to increase the basic skills of youth coming to work in their firms. Or they may wish to provide a way for youth who already work for them to expand their skills and increase their responsibilities, particularly if lack of advancement opportunities are causing problems of high turnover If a local college is willing to help train employees to meet the needs of the firm, this is certainly a positive development for the company

Even if a company does not yet experience a serious shortage of entry-

Learning from Experience

In providing a residential program we gained some useful lessons regarding recruitment and selection of participants. More attention up front is needed for clarifying expectations and commitments with both prime sponsors and potential participants. Most of our students were sent by CETA. The prime sponsor paid $250 per student to the university for the week-long school for tuition and room and board. We arrived at that arrangement by going out and selling the program to the prime sponsors. We worked with them on our advisory committee; we had some of their staff in our training programs and teaching in the schools.

But next time we'll have to tie things up more tightly. A number of prime sponsors, for instance, said, "Yes, it's a wonderful program; count on us and we'll send ten participants." Then three weeks before the school, they'd say, "Oh, a policy decision has come down that we have to keep all our money in the county"; or "We can't decide whom to send so we're not going to send anyone."

We took everyone that prime sponsors did send and that illustrates another complication. Some prime sponsors used us in a careful, thoughtful way; some used us as a reward; and a few used us as a dumping ground for troublesome people. We also learned that we could not know ahead of time just how many were going to turn up. We might have a list of ten names from a prime sponsor. When they arrived on campus, two of those listed would come, and eight others would be complete unknowns. There they were! A few were very problematic people and we weren't set up for that. So a somewhat tighter process is certainly needed.

It was not entirely the fault of a prime sponsor. There are also the kids who say, "Yes, I want to go," and then lose their nerve. Rural and inner city young women are fearful about going off and spending a week in a big elitist university town.

We need to get out to potential participants with our slide show, with past students, with trainers who can tell them, "Look, you'll have a wonderful time, and it's O.K., and Ann Arbor is your place just as much as it is the place for any other student in the state of Michigan." In the process of doing that, we could insist on having, ahead of time, a more stable list of people interested in coming.

level workers, forward-looking managers will realize that they may face a shortage of competent entry-level workers soon, as the youth population declines and skill requirements rise In either case, beginning to look for ways that the company can train the entry-level employees it needs makes sense

A company might also collaborate in youth training because it feels an obligation to contribute to solving the youth unemployment problem in its community, its managers may feel that if left unresolved, this problem could have a negative impact on the environment in which the company operates — or the problem could ultimately lead to higher taxes for welfare costs

For these reasons and others, a number of employers were enthusiastic about collaborating with the FIPSE demonstration projects, in a variety of ways In addition to providing jobs for part-time work experience, some employers served on advisory groups, provided guidance on curricula, hosted plant tours and field trips, and provided instructors or guest speakers at the colleges

As discussed in Chapter IV, many of these programs incorporated work experience, job sampling, or work shadowing as part of their overall service Employers can help by providing these work experience opportunities and by giving some time and attention to providing support and supervision to the youth while they are working Of course, many of the programs also look to employers to provide youth with jobs at the completion of the programs Employers who have participated in such ways as contributing to the design of the program and serving as mentors, guest speakers or teachers, will probably be especially amenable to hiring successful program graduates.

In some cases, employers may provide funding as well. In Montgomery County, as we cited in the previous chapter, a major local employer paid the tuition of young employees who enrolled in a program to train them as industrial supervisors and, in turn, was able to deduct a portion of the youths' wages from its taxes, through the Targeted Jobs Tax Credit. Company staff found that they obtained definite benefits from this arrangement. The company's personnel manager expressed his satisfaction this way:

> Working with Morehead State University, the local schools, and other agencies in this project has not been a burden to us. In fact, we have gained a large number of better trained people

out of the deal. I am amazed at the progress and growth that many of these young workers have made. This is a wonderful way to provide training and jobs for our young people and we all gain from it.

A company supervisor noted, "This way they learn so many of the basic skills, we don't have to spend so much costly time with them as we do with other workers."

The story of Thomas County College's project provides another good example of how a postsecondary institution can go about developing private sector links. The college, which was in the process of becoming a community college, went to the business community and asked, "As part of our community, what do you want?" The employers responded, "We want an entry level employee who can read and write and be polite." The college said, "Fine, help us do it," and ultimately began its FIPSE program. Originally, the program was targeted towards unemployed youth, but an evening seminar series was added which could also reach those who were currently employed or were homebound with children. And now the college has gone a step beyond that, and will design and tailor seminars which can be presented at the employer's company for a fee.

The support of Thomasville civic officials and employers for the program has been substantial. The community development department of the city government donated space for a storefront school that served as an instructional site in the FIPSE program. As noted in Chapter III, employers have scheduled time to serve as "mentors" to youth enrolled in the program. Additionally, some employers and civic leaders joined faculty members to team teach courses.

This is an example of a college turning to a part of the city government and saying, "Look, would you invest in what we are doing by providing us a place where we can teach our seminars? Our presence and our program will help with the urban redevelopment

side of things that you are interested in because it will add luster to the area, and it will also train workers for the businesses you are encouraging to locate there." This collaboration involves not only the academic and business communities but the political arm of the community as well. And, as the project director notes, "It doesn't hurt the area, either, to have the president of the Chamber of Commerce coming in to teach seminars there!"

Community-Based Organizations – A Major Partner in Recruitment

A major challenge facing colleges and universities branching out to serve new kinds of students is the job of identifying those students and bringing them onto the campus. If the institution is reaching out to serve a student population it has not served before, its normal recruitment strategies will probably not succeed in contacting these new students. Furthermore, these youth may have little conception that the college or university has anything to offer them.

As we have seen, CETA agencies have been an important source of assistance on recruitment, but a number of the FIPSE projects have also worked closely with community-based organizations to bring new students to the campus. Los Angeles Harbor Community College collaborated formally with three community-based organizations — the Wilmington Jaycees, Joint Efforts, and Teen Post — in recruiting economically-disadvantaged Hispanics, Asians (particularly Indochinese refugees), and blacks for its program.

The Los Angeles case also demonstrates that community-based organizations can play additional roles in the program. They can take on some of the counseling responsibility; they can help to develop jobs, drawing on their relationships with employers; and they can serve as fiscal agents. The community-based organizations working with Los Angeles Harbor College issued the CETA-funded stipend checks which program participants received.

Of course, once relationships are established with such agencies on one program, it becomes far easier for the college or university to work with them on other projects. As Gillian Dale, of Los Angeles Harbor College, commented, "We are much more aware now of what goes on in the community and what resources are available to our students — resources that we might never have known about otherwise."

Business and the Curriculum

To get specific input from the business people on the curriculum my staff and I went to companies, door to door, and said, "Look, these are some ideas we've got. We want to start a program and try to help people learn how to get a job, how to keep a job. What do you want us to teach them? What kind of job skills and basic skills do you think they need?" We had our ideas listed. We sat down and talked with managers, personnel officers, and owners. It was almost like one-to-one brainstorming. Then we pulled all that together. We actually did some deletions, we were expecting some things that the businessmen were not feeling as important. Then we set up a meeting with an advisory group and developed the curriculum from that outline. We consolidated and organized the courses from there. Then back we went, out to the businesses and asked, "Now does this look like what you said you wanted?" We got their approval and started it up.

And some of those people did some of the teaching of it. When someone we were talking to was really interested in some one specific area, we might encourage them to come along and teach that area of special interest or experience. We also recruited business people. When we learned of someone's special strength or pursuit of some theme we'd talk to him or her about how valuable teaching about that would be. The project's seminar teaching is largely volunteer.

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The officials from A.O. Smith and from about eight of the factories developed our curriculum in collaboration with us. We took several field trips together to vocational schools, in Indiana, Ohio, and Kentucky. We held meetings with some of our own vocational people. Over a nine-month period, that curriculum evolved, even to the breakdown of how much safety and how much electronics, grinding, cutting, and welding, should be taught. The curriculum was clearly a collaborative effort.

About 12 or 15 industrial instructors also taught in the program. They each concentrated on their specialty. There was a person who spent one or two weeks on safety; another was especially good in shipping, another in the measurement end of industry, another who understood the philosophy of industry. We had one guy who pulled people out of all the industries and coordinated all their teaching.

■ ■ ■ ■

The FIPSE projects provide many lessons about how postsecondary institutions can gain assistance from other organizations to run programs for disadvantaged youth. We end this chapter with a series of specific suggestions for working successfully with other organizations

Some Rules for Developing Collaborations

The value of collaborations is that together, several organizations can provide needed skills, sources of students, knowledge of local needs, business expertise, and so forth, that one institution alone cannot provide Although they can make the job easier or can reduce costs in some respects, collaborating itself requires careful work The following guidelines are useful in creating collaborations that work:

■ **Be sure to define the objectives** of each organization before the project begins operations. Make sure each organization can support the others in attaining the outcomes that each desires. Be clear about who is responsible for what.

For instance, in the Los Angeles Harbor College project, the community-based organization involved in paying stipends put much more emphasis on attendance at the vocational education classes than at the basic academic component. Obviously, the academics were equally important to the college.

■ **Start with a business survey.** If you wish to operate a vocational training program, survey businesses first to determine what kind of skilled employees they are seeking. Starting with a survey — as Thomas Community College did — provides more certainty that employers will hire those who complete the program, and may turn up many fruitful opportunities for collaboration with business.

■ **Allow plenty of time,** before the project begins, to work out the terms of the collaboration, because collaborations take time.

Again, an example from Los Angeles illustrates the point. The program in Los Angeles provided skill training in several high-demand areas, including machine tool operation However, the program had difficulty locating machine tool work sites for youth during the program. Negotiations were begun with a local Navy yard, but did not reach fruition until the program was substantially over.

■ **Be prepared to adapt.** Changes in personnel and conflicting funding schedules can interfere in the collaboration You may need to modify the college's normal schedule for the youth in the special program, to mesh the program's timeline with outside funding schedules, or build new relationships when contacts at collaborating organizations move on.

■ **Be open to locating the program off-campus.** Often, collaborators will be more receptive to a program if it is located close to them—perhaps even on their site. This flexibility may make recruitment easier, also.

■ **Identify a specific person** at each of the collaborating institutions who will will be responsible for their organization's part in the project. It may be helpful to form an advisory council consisting of these people, especially if the members are people who can authorize departures from normal procedure.

■ **Invite outsiders to teach.** When contacts from collaborating organizations teach in a program, it increases their sense of involvement, and enriches the program for students as well

■ **Maximize networking possibilities.** In recruiting project staff, it may pay to bring in people with past ties to organizations you want to work with. The relationships they have three can help a great deal.

■ **Be flexible in using staff** to form links with other organizations. If one person (including yourself) doesn't fare well with a certain institution, maybe another staff member may end up being able to communicate better there. And get to know more than one staff member at other institutions. Although talking to more than one person can create problems sometimes, it often provides you with more avenues for communication and influence.

■ **Use formal agreements.** They are valuable in delineating responsibilities and make expectations clear even when good person-to-person links have been established.

Worksite Agreement for the Stationing of ICAM Participants

Organization _____

Worksite _____

Address _____ Phone _____

Primary Supervisor _____ Title _____

Duration of agreement: from _____ to _____

The ICAM Program/St. Edward's University agrees and/or assures:

1. To provide transportation for the participant to and from worksite.
2. To provide stipend for each participant.
3. To provide workmen's compensation insurance for each participant.
4. That participants will work Thursdays and Fridays from approximately 9:00 am-4:00 pm (or 10:00 am-5:00 pm in some cases) with ½ hour off for lunch.
5. To orient supervisors with respect to ICAM participants.

The worksite organization agrees and/or assures:

1. To provide qualified supervisors to lead and instruct participant in his/her duties.
2. To provide a substitute supervisor during absence of primary supervisor.
3. To provide meaningful and sufficient work/educational activities to occupy participant fully during working hours.
4. To provide participants with a safe and healthy work environment (worksites will comply with Child Labor Laws).
5. Not to utilize a participant for nonproductive tasks.
6. That supervisors will receive an orientation as to their duties and responsibilities to the ICAM participant and ICAM program.
7. To provide supervisors with a copy of this agreement.

Signature _____ Signature _____
(University) (Employer)

VI.

Sharing in the Opportunity

The FIPSE projects have shown that postsecondary institutions can attract unemployed youth to their campuses and serve them effectively. For readers at colleges, businesses, or in government, the question arises. "Can this kind of college activity help us in meeting our needs?"

For Postsecondary Institutions

With the demand for college seats declining among the traditional college-bound population, broadening the definition of the "clientele" they serve can help college administrators and faculty take a fresh look at the future. Disadvantaged youth, who traditionally have not ventured onto campuses in great numbers, comprise a large, undeveloped pool of additional students. They need some extra preparation at the start to help them meet college standards, but helping them bridge this gap can be exciting for the college, as well as a very fruitful way to use the institution's resources.

Lest colleges assume that they cannot handle the needs of disadvantaged youth, we hasten to point out that the differences between them and "typical" college youth are not as great as someone unfamiliar with serving them might imagine.

Many colleges that have served disadvantaged youth have found that they could use existing resources, with few adaptations, to help these youth make the transition to college. Los Angeles Harbor College had already established a reading center for its regular student body; SUNY-Oswego already had a tutoring program for its students.

Many innovations developed in programs to serve disadvantaged youth may enrich the options available to others at the college or university, thereby expanding the institution's ability to serve a broader range of students. The modular courses at State Fair Community College that are available monthly and the new, more flexible approach to freshman English at Oswego are now serving a much wider group of students than originally anticipated. Such institutional changes are among the most significant long-run impacts of running the special FIPSE programs.

Perhaps the most important point to be made is that the disadvantages that "disadvantaged" students have are not permanent. The students may start out somewhat behind, due to gaps in their prior education and obstacles limiting their horizons, but they are not inherently unable to do college work; they just need help in overcoming their barriers. With help, many do catch up with better-off and better-educated peers. Many continue to pursue a college education.

Bringing unemployed youth onto the campus can make an incalculable difference in these youths' lives. "We've served students who otherwise would never have come near the college," Gillian Dale, of Los Angeles Harbor Community College, explained. "They wouldn't have thought of college as a place to look for any kind of guidance. Their horizons have broadened by coming, not only because of the specific training but because we've opened them up to a whole new set of resources that they hadn't had any contact with before."

From a dollars and cents perspective, the impact is likely to be quite tangible in the long run, on institutional budgets and participants alike. While start-up costs are real and not small, attracting new students to college campuses can bring new revenue, from daily attendance reimbursements to BEOG grants and student loans. Participants in such programs are likely to reap significant long-term benefits in earnings, and to repay through taxes the real costs of their education. This final point, which bears on the subject of benefits to the broader society, should not be underestimated. Nearly every study of employment training programs and of higher education reveals that, in the long term, human capital investments like these repay themselves manyfold. Lack of such investments, however, incurs very real alternative costs in welfare dependency, early parenthood, unemployment payments, and even incarceration – all too likely alternatives for disadvantaged

It Works Both Ways

Problems with program acceptance come from two directions: (1) an elitist attitude on the part of an institution toward who comes on to their fine campus, or (2) an elitist attitude on the part of the project that doesn't see it as appropriate to weave itself into the fabric of the rest of the college or university.

First, our university is concerned with the level of competency students have *upon graduation*, not so much with projecting an elitist image of selecting only a small percentage of applicants. It's what we do for students when we get them that matters. So there is no reluctance here about working with students who aren't traditional "college material."

The second reason a program can run into administration or faculty skepticism has to do with what the program itself projects. Special programs in universities often are staffed by special staffs; when their funding stops, the staff goes. We deliberately set up our program to use our regular faculty, and we tried to design the program to integrate into the life of the university as much as possible. We give the students opportunities for early enrollment in credit courses. Getting started in college courses here increases the possibility that they will stay with us. I don't want them all to choose to come here, but the ones for whom it would be beneficial, I want to see them end up here.

College administrators would be quite happy to see some special programs disappear into the sunset because those programs make no effort to interact with the rest of the university, to make an effort to strengthen the university's overall resources, whether it is recruiting students, or obtaining materials in the operation of the program that will still be around afterwards to benefit others or that can also be used in regular programs. What is important is that any special program be set up so that it will be supportive of the institution where it exists. If it isn't, then for good reason the administrators will be skeptical. That's not a matter of changing the administrators, that's a matter of how the people running the program act. It comes down to mainstreaming the program, trying to fit it as much as possible into the university's recruiting and staffing picture, being consistent with the institution's goals.

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youth who lack the opportunity for training and education.

For Business and Industry

For business and industry, these programs provide entry-level workers with sufficient basic skills. The largest employer in Montgomery County, Kentucky, had already reaped benefits from a local CETA program which trained high school drop-outs to work in its factory. But turnover among entry-level employees was still too high. The company's collaboration with Morehead State University offered it a way to retain young workers and prepare them for greater responsibilities. Similarly, when local employers in Thomasville, Georgia, expressed interest in a college program that would train young people whom they could hire, and hope to retain, as clerks and assistants in their stores and businesses, this is the kind of help they received.

Businesses in other communities can collaborate in similar ways with local postsecondary institutions. Frequently, little expenditure of money is required. More often, what the colleges need is support of other sorts —help in planning a program, for instance, or assurances that program graduates can get jobs, or backing for the college's application to the Private Industry Council for funds. To be sure, some matching funds from the business may be needed, but the key word here is "matching." Generally, a substantial part of the funding can come from other sources.

For Administrators of Federal Funds

For Private Industry Councils and state and local government officials responsible for administering training funds, postsecondary programs for unemployed youth offer an attractive use of these funds. The willingness of universities to get involved in serving unemployed youth expands the choices of the grant-makers and provides them with new and effective "suppliers" from whom to purchase services.

Rutgers University in New Jersey, for instance, never had to ask local CETA administrators for support, for when the Mayor's Office of Employment and Training in Newark learned that Rutgers was going to apply for a FIPSE grant, the city staff approached the university offering to collaborate.

One of the clearest research findings of the Youth Employment and Demonstration Projects Act of 1977, the youth section of CETA, was that investments in basic academic skills tended to have the clearest long-run impact of any expenditures under the act. Since college-based training programs for youth generally involve considerable emphasis on basic skills, they promise to be a particularly good investment of federal training dollars.

The continuing availability of funds from the Jobs Training Partnership Act (JTPA), CETA's successor, means that a substantial source of funding is still available for postsecondary youth employment training programs, even though the FIPSE demonstration grants have ended. Even the programs that obtained funds from FIPSE received a major portion of their funds — in many cases, more than half — from other sources, particularly CETA agencies. It is of further interest that many of these colleges had already operated other CETA-funded programs without any FIPSE funds.

Federal training funds are not the only source of financial support, either. Other potential sources include the Targeted Jobs Tax Credit, legislative grants to state colleges (often based on enrollments or credit hours, which can be expanded through enrolling special students), and financial or in-kind support from business.

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Whether a college-based employment training program exists in any particular community is likely to depend on the initiative of people in the community. Leaders from colleges, businesses, and government — all have the opportunity to help determine what role local colleges can play to assist unemployed youth. In a time when the rich resources of the colleges may be underutilized, many college administrators and faculty are finding this to be an imaginative and productive way to ensure that these resources are used fully. The result is something they can feel proud of.

As Frances Koenigsberg of SUNY-Oswego put it: "There can be no question that a human being capable of being economically productive, who feels a sense of achievement and self worth, is a viable and exciting product for any postsecondary institution."

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