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ABSTRACT

This document contains the testimony and supporting printed evidence presented at an oversight hearing on the reauthorization of the Vocational Education Act. These hearings focused on various aspects of vocational education, including vocational education research, cooperative or worksite education, and vocational education in correctional institutions. Included in the hearings is testimony provided by representatives of the following agencies and organizations: the American Association for Counseling and Development, the American Association of Retired Persons, the National Association of State Supervisors of Vocational Home Economics Education, the University of California at Berkeley, the Association for Children and Adults with Learning Disabilities, the Youth Employment Company, the Texas Department of Corrections, the College of Business and Public Management at the University of Bridgeport, the Council for American Private Education, the National Correctional Education Association, the National Association of State Directors of Vocational Education, the Colorado State Board for Community Colleges and Occupational Education, the National Education Association, the National School Boards Association, the University of Tennessee, the National Association of Home Builders, the National Center for Research in Vocational Education, the Center for Occupational and Professional Assessment at the Educational Testing Service, and the Washington State Advisory Council on Vocational Education. Excerpts from various articles, publications, and communications dealing with vocational education are also included in

OVERSIGHT OF VOCATIONAL EDUCATION, 1983

ED248326

HEARINGS BEFORE THE SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES OF THE COMMITTEE ON LABOR AND HUMAN RESOURCES UNITED STATES SENATE

NINETY-EIGHTH CONGRESS

FIRST SESSION

ON

REVIEW OF VARIOUS ISSUES IN VOCATIONAL EDUCATION RESEARCH
AND EXAMINATION OF COOPERATIVE, OR WORK-SITE, EDUCATION
AND VOCATIONAL EDUCATION IN CORRECTIONAL INSTITUTIONS

OCTOBER 18, 1983

PART 2

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OVERSIGHT OF VOCATIONAL EDUCATION, 1983

TUESDAY, OCTOBER 18, 1983

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES
OF THE COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, D.C.

The subcommittee met at 10:22 a.m., in room SD-430, Dirksen Senate Office Building, Senator Robert T. Stafford (chairman of the subcommittee) presiding.

Present: Senators Stafford, Pell, and Metzenbaum.

OPENING STATEMENT OF SENATOR STAFFORD

Senator STAFFORD. The Subcommittee on Education, Arts and Humanities will please come to order.

Today the Subcommittee on Education, Arts and Humanities convenes the fifth of its oversight hearings on the Vocational Education Act. The first four hearings, held last winter, focused respectively on the Federal role in vocational education generally, on public-private sector cooperation, the question of governance, and, finally, on underserved populations.

This session will have a broader focus. In addition to reviewing various issues in vocational education research, the subcommittee will delve into cooperative, or worksite, education and vocational education in correctional institutions. This latter subject is of deep personal interest to my colleague and predecessor as chairman of this subcommittee, Senator Claiborne Pell.

The emphasis on vocational research within programs of national significance is well known. Therefore, a special panel has been asked to present testimony on this topic and to recommend to this subcommittee goals for further research policy. Also, because of the controversy surrounding the recent contract award for the National Center for Research in Vocational Education, special attention will be paid to that issue this morning.

At this point, this Senator wants to underscore to all interested parties that vocational research is of larger importance than any one contract award or any one institution. Therefore, any determination by this subcommittee will be made with an eye toward maximizing research quality and its effect on vocational students.

It is the belief of this Senator that a major responsibility of the Federal Government is to provide equality in and access to education. Two of our witnesses are well known for their awareness of the need for quality vocational education in correctional institutions. In discussing educational opportunities for the incarcerated,

they will be speaking directly to a fundamental interest of the Federal Government.

Finally, cooperative education offers much promise for wedding together classroom instruction with worksite experience. As more and more attention is given to public-private sector cooperation, cooperative education offers real promise for improving vocational training. Yet, there are many facets to building an effective cooperative experience. Therefore, our two witnesses who will address this issue will provide an important service for our deliberations.

And I am delighted that Senator Pell is here.

Senator, do you have an opening statement?

Senator PELL. Thank you, Mr. Chairman. I do.

Thank you for including the subject of correctional education in today's agenda. For several years, the deplorable state of education in our Nation's prisons has been a very deep concern to all of us.

I am appalled that we spend about \$15,000 a year just to keep a young man in prison. That is more than it costs to send that same young man to Harvard, Yale, or any of our more expensive universities a year. Nationally, this amounts to over \$8 billion each year. And of that amount, less than 2 percent is spent on vocational education and related programs. The other 98 percent is spent simply on warehousing.

We spend an enormous amount of money just to keep a person in prison. We spend almost nothing to rehabilitate that person. And the result is a tragedy. We have a revolving prison door through which a person leaves ill-equipped to become a respectable citizen, and more often than not, quickly goes back to prison.

Upward of three-quarters, 75 percent of offenders released from prison each year will return to crime. And as many as half, 50 percent, will return to prison within 1 year.

This is a national disgrace, and one that we do have the ability to at least modify and change. Pending before us on the committee is S. 625, the Federal Correctional Education Assistance Act. It would authorize \$25 million a year for 3 years for grants to State education agencies for education programs for criminal offenders in correctional institutions.

Congressman John Conyers has introduced an identical bill, H.R. 3684, on the House side. I am particularly pleased that the Congressman is here to testify this morning.

In addition, we have two witnesses whose experience and accomplishments in this field have brought well-deserved national recognition, Rev. John Erwin, an ex-offender himself and former chaplain at the Cook County Jail. He will be accompanied by a longtime friend of the committee, Dr. Lane Murray, superintendent of the Windham School District in Huntsville, Tex. That is the correctional school district in Texas which enjoys the same rank and status as any local school district in that State except that its sole mandate is to look after the educational needs of the incarcerated.

I am hopeful, Mr. Chairman, that we will be able to work some of these ideas into the legislation before us and into legislation that will pass. I would also hope that the administration will show an interest in this, as I believe it does. I know Secretary Bell and I have had several discussions on this matter. He personally realizes

it is important, and I would hope that the administration might move in this direction.

Thank you, Mr. Chairman.

Senator STAFFORD. Thank you very much, Senator Pell.

At this point, without objection, the Chair wants to place into the record a statement by Senator Hatch, chairman of the full committee, a letter to Senator Quayle from Purdue University, and a statement of Senator Christopher Dodd.

[The following were received for the record:]

PREPARED STATEMENT OF SENATOR HATCH

Senator HATCH. I commend Senator Stafford for his commitment to insuring a quality vocational education system and a strong research base which can be utilized by programs. Hearings such as this will hopefully contribute toward a progressive and timely vocational education reauthorization.

The need for relevant research which is practical and deals with innovative approaches to current issues and curriculum development is critical. No longer can we afford to have duplication of efforts in the research field. One cooperative effort to "invent the wheel" is sufficient—the dissemination of the results to all States should then follow in an efficient and productive manner. We must ask the question at the Federal, State, and local levels how can we improve research efforts to meet the challenges of providing a productive, qualified work force.

I express my appreciation to the witnesses today for providing testimony which will be important as we deal with the reauthorization of vocational education. As chairman of the full committee, I am concerned that we continue programs which have proven effective such as cooperative education and expand programs in areas where there is an increasing need, correctional institutions as an example. Cooperative education is a viable link between the vocational classroom and business and industry. It is essential that Congress has data to support how these programs address national priorities, as well as, approaches to improve them.

QUESTIONS FOR WITNESSES FROM SENATOR HATCH

HON. JOHN CONYERS, JR.

1. Congressman Conyers, I am sensitive to your concerns, yet I am also sensitive to the number of students who are on waiting lists to enroll in viable vocational education programs. Without additional financial resources, how can vocational education be made available to the incarcerated?

PANEL I—RESEARCH PANEL

1. A major challenge is effective dissemination of research findings and project materials. What is the most effective method to solve this problem? Explain the merits or liabilities of a regional structure as a solution to dissemination.

PANEL II—CORRECTIONS/COOPERATIVE EDUCATION

1. What are creative ways to gain support from the private sector for cooperative education programs?

2. What are the characteristics of a quality cooperative education program? Are there established standards which are followed by a majority of cooperative education programs? (Provide examples)

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**PURDUE
UNIVERSITY** STATEWIDE TECHNOLOGY
SCHOOL OF TECHNOLOGY

October 11, 1983

Hon. J. Danforth Quayle
Senate of The United States
#524 Hart Senate Office Building
Washington, DC 20510

Dear Senator Quayle:

As you are aware I served for thirteen years as executive director of the Indiana State Board of Vocational and Technical Education. I recently assumed a leadership role at Purdue University, one which will permit me to draw upon my former role while providing statewide leadership for technology education. During my tenure as executive director, I had the honor and responsibility of serving on the board of directors of the National Association of State Directors of Vocational Education, and the National Vocational Education Professional Development Consortium, Inc. Additionally, I served as secretary, vice-president, and president of both organizations. For the past three years I chaired the Association's task force on federal legislation. Having served in these various capacities, I feel qualified to speak with credibility for myself, other directors and related groups to a variety of conditions and concerns which affect vocational and technical education both in Indiana and the Nation at large. I would like to concern my comments for the moment with the research and development enterprise specific to vocational education in the United States. I would ask at the outset that you submit my remarks as part of the record to the Senate sub-committee hearings on vocational education research and development which I understand are scheduled for October 18, 1983.

For the past eighteen years the capacity of vocational and technical education across the United States has been greatly enhanced by the work of an institution which operates as the nation's locus of research and development related to the interplay between education and employment. Six years ago that institution was designated officially as the National Center for Research in Vocational Education although it had fulfilled that role de facto for several years previous to this designation.

The employment related education and training enterprise in the United States is large and complex. The multifaceted problems and challenges it addresses are critical to the economic stability and growth of the Nation and the welfare of its citizens. Such responsibility requires a strong, well-equipped, and centralized capacity to fulfill those research and development requirements that can contribute to the development of a well trained, productive work force and a healthy economy.



OFFICE OF THE DEAN
South Campus Courts -- A
West Lafayette, Indiana 47907

Hon. J. Danforth Quayle
 October 11, 1983
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From my perspective this capacity exists in the form of the National Center for Research in Vocational Education, located at The Ohio State University in Columbus, Ohio. I find that organization to be proactive, responsive, and credible. It performs work of high quality both efficiently and effectively. One of the salient attributes which enhances the National Center's responsiveness is the centralized nature of its operation. As a centralized research and development agency, its role and functions are addressed in an exceedingly cost-effective and articulated fashion. We in the states profit from the cross-fertilization and interface between and among the National Center's designated functions. Those functions include: applied research, development, planning, evaluation, dissemination and utilization, leadership development, and clearinghouse responsibilities as well. I strongly urge that the centralized feature of this research and development organization be protected. Otherwise the full range of benefits available to the various states and local districts will be fragmented and diminished at a time in our history when they are most needed.

The range of benefits of which I speak are indeed worthy of note. For example, I called upon the National Center's expertise in planning and evaluation to assist me in formulating recommendations to the governor as to the role of vocational-technical education in state educational and economic development. The National Center's leadership development function has assisted state and local agencies and institutions in Indiana to better provide short term skill training for business and industry. Further, the capacity of some of our institutions to establish advisory and technical committees and use them more effectively has been increased through efforts of the National Center's leadership function. All the states have profited by the National Center's initiatives in fostering economic development. Its dissemination and utilization system enables ready access to the latest information on virtually any topic related to education and work. This engenders a significant financial savings to the states as it serves to substantially reduce unnecessary duplication of effort, which otherwise would most likely occur.

Although changing technology, economic development, entrepreneurship, and defense preparedness are important areas of inquiry and development at the National Center, the organization continues to maintain a visible leadership posture in areas of equity, access, and special needs populations. This has been of great benefit to the states in their continued efforts to address these important areas of concern.

I should note that it has been my observation and experience that the relationships between the National Center and state directors of vocational education, their key staff, university/college researchers, and local administrators has been one of healthy, positive tension, constructive criticism and advice. The executive director of the National Center actively seeks candid input and assessment from these constituencies regarding ideas for future work, lines of inquiry, products, and services. Efforts to remain close to the "customer" and their subsequent feedback into planning, research, development, and leadership development is an important dimension of the National Center's relationship with these groups, and is grounded upon mutual trust and continuous critical appraisal. An example of the reliance on and confidence placed in the National Center by the Nation's leadership in vocational education, and an expression of the need for its capacity is found in the attached letter and resolution to Senator Chiles, dated September 24, 1981.

Hon. J. Danforth Quayle
 October 11, 1983
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I call for continuing, refining, and strengthening our existing research and development capacity in vocational education. In so doing, I urge that the National Center for Research in Vocational Education be funded in such a way that its important work is facilitated in every manner possible. It would seem reasonable that a national research and development institution of any type have significant discretion in choosing and following lines of inquiry it determines through research and needs assessment activities. I would also suggest that it seems reasonable that a national research center be permitted to collect that data it requires to appropriately engage in research and development which is in the best interest of the Nation, and the states as well.

It has been my observation and it is my understanding that the National Center has been constrained to such an extent by Federal regulations and inordinate review and audit intrusions that it has become almost impossible to maintain with integrity a program of research that employs even the basic, accepted techniques and procedures for conducting social science research. In my judgment, these restrictions and intrusions ought to be subject to objective scrutiny and the situation alleviated without delay. As an example of the inordinate review brought to bear on the National Center, I call your attention to the attached resolution refers to an "evaluation" of the National Center conducted by an agency known as Technassociates; an "evaluation" which I understand did not include in its design either a visit to the National Center, interviews with any of its staff, or contact with its "consumers".

That facet of our profession that is concerned with employment related research and development needs to be strengthened and permitted to get on with the important work that needs to be done. An important Federal role would be to facilitate this process. I hope to continue to benefit by and appropriately influence the work of the National Center for Research in Vocational Education and would ask the following recommendations be seriously considered:

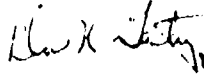
- Continue to provide strong support for the National Center for Research in Vocational Education at the Ohio State University through a long term grant form of procurement, rather than the contract mode
- Provide the National Center with the discretion necessary to engage in lines of inquiry it identifies as appropriate and necessary
- Permit the National Center to collect the data it must collect to fulfill its research obligations with scientific integrity
- Assure that all initiatives funded through discretionary project funds are an extension of the National Center's functions and activities and, or at a minimum, are coordinated with those functions and activities

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Hon. J. Danforth Quayle
October 11, 1983
page four

- Provide the National Center with the freedom it must have to fully
r of Congressional intent with regard to its mandated functions
- Restore to the National Center's advisory Council a state director of
vational education as requested in the attached letter to Secretary
Bell, July 6, 1982

As funding availability for state and local vocational education program improvement has become increasingly limited in recent years, there is a heightened need for a National Center that functions to provide programs, products and services that are responsive both in terms of time and need to state and local vocational education program requirements.

Sincerely,



Don K. Gentry
Director of Purdue
Statewide Technology

bse

NOT LONG AVAILABLE

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Statement of Senator Christopher J. Dodd
Education Subcommittee Hearing
"Oversight of Vocational Education"
October 18, 1983

Recent surveys show that approximately \$7 billion was spent during the 1980-81 school year for various vocational education programs. In addition, these same reports reveal that approximately 16 million persons were enrolled in some type of voc ed course.

For many of these students, voc ed is the only targeted preparation or training received before entering the job market.

Concern and debate recently has accelerated over a wide range of education programs and curricula in the nation's schools. The debate, however, has been particularly intense in the areas of voc ed.

Should more science and math courses be included in voc ed programs? How much computer proficiency is required or desirable for entry in today's job market? What kind of technological voc ed programs are needed to develop those specific skills required in today's changing high tech workplace? Are all students, regardless of gender, family income, race, national heritage or physical capabilities, being given equal access and encouragement to participate in voc ed programs?

The national interest requires that business, education, and government leaders cooperate to identify and fulfill their appropriate roles in answering these questions and in promoting relevant, quality voc education.

2-

The following are, in my opinion, some areas where leadership by the federal government is appropriate.

- programs designed for disadvantaged, handicapped and young people with limited proficiency in the English language
- programs structured specifically for adults who need additional training or retraining
- co-op education programs.

I would like to comment briefly on the necessity for a strong federal role in some of these areas.

First, disadvantaged and limited English-proficient youth. Demographic trend data show that at the same time the national growth in population is declining the numbers of disadvantaged and limited English proficient youth are increasing. Some of these students are financially unable or academically unprepared to take advantage of many post secondary liberal arts or highly specialized programs. Federal support for voc ed programs for these students in secondary and post secondary institutions can provide them with skills needed for meaningful employment. In this context, therefore, federal support for voc ed is an investment in the economic and social future of the nation.

Second, special training and retraining adult programs. Many occupationally-displaced adults are a major part of the current 9.3% unemployed persons. These individuals have good employment skills in certain job areas. However, these skills have often become obsolete in today's technological marketplace. Voc ed, through special

3-

adult programs can assist these persons in developing new job skills relevant to today's industrial needs. Special adult vocational can help these ambitious citizens make the transition from unemployment and welfare rolls to productive jobs and company payrolls.

Third, co-op education. Educational institutions and industrial firms can work jointly, with necessary financial assistance from the federal government, to sponsor cooperative education programs. These programs provide opportunities for students to incorporate genuine work experience with study and gain specific technical expertise while completing basic education requirements. This "hands-on" practical experience coupled with fundamental academic preparation can often provide the necessary link between theory and experience, to prepare students for available industrial positions.

In addition, expertise gained as a result of vocational has assisted many persons in crossing previously segregated employment gender lines. For example, women have become electricians and bricklayers while more men are entering such areas as health, food and transportation support services.

Vocational, in my opinion, will become even more important as requirements for new and changing industrial positions increasingly mandate workers make frequent professional transitions and job changes.

Vocational is an excellent channel whereby workers can develop those required job skills. Congress has an important responsibility to provide leadership and support in keeping vocational viable and available to students of all ages. In doing so, we can enhance career opportunities for many Americans and help ensure national economic stability.

Senator STAFFORD. Now, let me join Senator Pell, Mr. Conyers, in welcoming you here at this point as our leadoff witness. We know of your interest in this subject. We are grateful that you have been willing to come over. And we apologize for the rollcall interrupting our getting started. I think you will understand that.

**STATEMENT OF HON. JOHN CONYERS, JR., A REPRESENTATIVE
IN CONGRESS FROM THE STATE OF MICHIGAN**

Mr. CONYERS. Thank you, Mr. Chairman. I am very delighted and honored to be here before you and Senator Pell, whose long-standing concern for correctional education is similar to our own. And I am very honored to be before this committee.

As the author of the Martin Luther King holiday bill, I am more than generously inclined to wait as long as is necessary for the important activities that are pending on the Senate floor. I will be on the Senate side quite awhile today.

But this is a very important subcommittee hearing, one that has brought a great cheer to many of our friends, particularly to Dr. Osa Coffey, the executive director of the Correctional Education Association, who sits next to me here. She has alerted me to the text of the 1981 report of the National Advisory Council on Vocational Education which you will recall recommended that Congress include in the Vocational Education Act reauthorization, language and policy assuring the access of correctional institutions to funding and services under all the provisions of the act, and additional legislation that would upgrade and expand correctional educational resources. We are proposing that the funds be administered by a State agency rather than directly sent to correctional agencies, and that the U.S. Department of Education establish an Office of Correctional Education.

That idea has been turned into legislation. And it is our hope that the bill Senator Pell has introduced, and that I have introduced on the House with 35 of my colleagues, will have an impact on your subcommittee, sir.

You are very familiar with the fact that we would accomplish at least several purposes by authorizing a fixed amount of money, \$25 million annually, for a 3-year period for the implementation of a number of correctional education programs with emphasis on vocational education and training. That would also include basic education, transitional services, such as counseling and job placement, and cooperative programs with private industry for on-the-job training.

The program with private industry would be administered by the Secretary of Education. And the funds would be distributed to the State agencies in all States.

So we come here, it seems to me, with a very clear mandate that corresponds with a lot of our experience, by the way, on what ought to be done in terms of getting correctional education to these sorely neglected people in our population and in our country, some 600,000 inmates of Federal, State and local institutions, some 2 million plus people who are at any given time under some form of correctional supervision. And so I would say that the Nation has a great stake in the future of its inmate population since 95 percent

of all inmates return to society within a few years, and two-thirds of the released offenders wind up back in our jails and prisons.

And so what we are doing here today collectively is acknowledging that the objective of merely segregating offenders from society and downplaying their future needs upon release is neither workable nor desirable. And so perhaps the time has come under your leadership for Congress to make a solid commitment to inmate rehabilitation with the expectation that upon release the great majority of inmates will have acquired some skills and training and knowledge that will prepare them for employment upon their release. We know the profile of many of those who are incarcerated: Poor, undereducated, lacking in substantial skills, or work experience. Forty-seven percent are black. Sixty-three percent have never finished high school. Nearly half were unemployed at the time of their arrest. And more than a few are learning disabled.

And yet correctional institutions offer very few opportunities for their education and training, for the acquiring of marketable job skills. Eight States—and you will be hearing more about this—have created correctional school districts so that money can be moved directly into those districts for those purposes.

And we have had a report from the Comptroller General of GAO who stated that most States could use Federal assistance programs to help improve curriculum materials and implementation of education training programs in their correctional institutions. But, more than that, we know that the Federal Government serves as a focus to lead and direct the States in these activities. And I am happy to join in with other leaders such as the Chief Justice of the Supreme Court, Chief Justice Burger, who has long championed correctional education and has recently stated that without any positive change, including learning marketable skills, a depressing number of inmates will return to a life of crime after their release. One small but practical positive step is the introduction of educational and vocational programs for all inmates.

And so the legislation that Senator Pell and I are sponsoring carries out the recommendations of the National Advisory Council on Vocational Education, and I think it is a very modest beginning. And I urge that the subcommittee consider under the means that they regard as most appropriate to set-aside funds in the reauthorized vocational educational bill that would be mandated for correctional education in the jails and prisons of the country.

And I thank you for allowing me to begin the discussion on this matter.

[The prepared statement of Mr. Conyers follows:]

Testimony of The Hon. John Conyers, Jr.
before the Senate Subc. on Education, Arts and Humanities
October 18, 1983

The Need for Correctional Education

Mr. Chairman and Members of the Subcommittee, I am honored to appear before you today, along with the distinguished Executive Director of the Correctional Education Association, Dr. Osa Coffey, as well as Dr. Lane Murray, the Association's President and Superintendent of the Windham Correctional School District in Texas, and Rev. John Erwin, founder of the pioneering Pace Program for correctional education.

It also is my privilege to be the House sponsor of the Federal Correctional Education Assistance Act (H.R. 3684), designed and first introduced in the Senate by our esteemed colleague, Senator Claiborne Pell, to provide inmates with the training and education necessary for them to lead productive lives in society.

All of us are brought together out of a deep concern for a sorely neglected group of Americans-- the more than 600,000 inmates of Federal, State, and local correctional institutions and the even larger group, estimated at 2.2 million individuals, who are at any given time under some form of correctional supervision.

The Subcommittees on Crime and Criminal Justice that I have chaired held a number of hearings in the past several years on the relationship between crime and unemployment. The record of these hearings has forcefully demonstrated the recurring

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link between unemployment, the lack of job experience and the absence of employable skills, on the one hand, and the persistence and increase of criminal behavior, on the other. The failure, by and large, of Federal, State, and local governments and of correctional institutions to make available to inmates adequate correctional education figures prominently in this equation.

The nation has a great stake in the future of its inmate population since 95% of all inmates return to society after serving an average sentence of 2 to 3 years. Yet, tragically, some 60% of released offenders wind up back in the jails and prisons.

I am here to suggest that a relatively modest commitment of additional resources to train and educate inmates so that they would be employment ready upon release would go a long way toward their rehabilitation. In particular, the mandating of vocational education funds for inmates, as part of the reauthorization of the Vocational Education Act, also would reduce the tremendous fiscal and social costs that accompany incarceration and recidivism. These costs not only include the billions of dollars spent to maintain and expand correctional facilities, but also the costs of public assistance to inmate families and the costs to society of the social disorder that criminal behavior generates.

At the present time, the correctional system, that embraces 561 State prisons, 49 Federal facilities, 3,500 local jails, 2,600 juvenile retention centers, is costing in excess of \$8 billion annually. The rate of growth in the inmate population and in correctional expenditures is truly astounding. Yet what are we getting for this spending?

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Prison overcrowding is getting worse. Violence in our correctional institutions, including an upsurge in rioting, is on the rise. This past year alone 110 homicides and 138 suicides have occurred in the prisons. The overcrowding, combined with the inactivity and boredom prevailing in most facilities, constitutes an explosive condition.

The great majority of inmates are male, poor, undereducated, and lacking in any substantial job skills or work experience. Forty-seven percent are black. Sixty-three percent never finished high school. Nearly half were unemployed at the time of their arrest. A majority are learning disabled.

For the most part, correctional institutions offer few opportunities for education, job training, or building marketable skills. Very few institutions offer transitional services that prepare inmates to re-enter society. On the average, the States spend less than 5% of their correctional budgets on inmate education. As a result, less than one-third of the inmate population is engaged in educational programs-- most of which are meager at best-- and only 12.5% are involved in vocational programs.

As long as society refuses to define the goals of incarceration in terms of rehabilitation, the existing conditions can only get worse. It is commonly acknowledged by correctional officials that prisons today serve as little more than open classrooms for the propagation of criminal learning. What The Education Commission of the States reported in 1976 holds true today: "It is obvious that to the extent that offenders cannot use knowledge and skill obtained from the normal society, they will use knowledge and skill obtained from deviant cultures to cope in whatever way they can."

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The glaring gap between inmate needs and resources has not gone unnoticed by the highest ranking law enforcement officials in the nation. Chief Justice Warren Burger has long championed correctional education as "a common sense application of the concept of society's collective self-interest." Two years ago, in response to the findings of the National Advisory Council on Vocational Education, Justice Burger warned: "Without any positive change, including learning marketable job skills, a depressing number (of inmates)... will return to a life of crime after their release. One small but practical positive step... is the introduction of mandatory educational and vocational programs for all inmates."

Numerous studies have demonstrated that correctional education, especially vocationally-oriented, leads to tangible, positive results. A study of inmate education in Texas, for example, found that the recidivism rate among offenders enrolled in an educational program was half the rate among those who did not participate. A study of Virginia's Correctional Center for Women found that the recidivism rate diminished in relation to the extent of training and education that inmates received. Whereas the general inmate population in that institution had a repeater rate of 34%, the inmates who had completed a business education program had a rate of only 4%. An Ohio study indicated that the longer an inmate is involved in education and training, the less likely he or she will become a repeater. These studies emphasize the importance of the quality and content of correctional education. Programs that offer inmates practical, marketable skills have proved to be the most successful. The National Center for Research

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in Vocational Education has identified the Somers Correctional Institution in Connecticut as having one of the most successful vocational education programs. Upon release 75% of its inmate participants found employment. During their enrollment, motivation and achievement dramatically improved.

The Federal Bureau of Prisons has developed a well-organized correctional education program that has shown high enrollment, positive inmate evaluation, and successful outcomes. Unfortunately, few States have had either the disposition or the resources to develop programs on their own. A letter I recently received from Benjamin Groomes, education director of the State of Florida's Corrections Department, cogently summarizes the problem in correctional education that has been cited in numerous other communications from state correctional officials. Groomes writes in an October 5th letter: "Florida Correctional System is presently the third largest in the country. Approximately 68% of those incarcerated do not possess a high school diploma with more than 60% not having a marketable skill. While there have been strong efforts by the Department to provide educational services, we have been unable to acquire the level of resources appropriate to the need."

The most effective correctional education system appears to exist in only eight States that have created correctional school districts and that are able directly to utilize federal education assistance in their institutions. Even in these States, however, correctional facilities are forced to compete with the schools for scarce resources.

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Outside of these States, the only substantial federal assistance derives from Chapter 1 of the Education Consolidation and Improvement Act of 1981 and the Education for Handicapped Children Act of 1977. The former only provides supplemental education funds for inmates under the age of 21. The latter basically provides only diagnostic services for juvenile offenders.

In general, there are numerous obstacles in the way of adequate inmate educational assistance. The Vocational Education Act authorizes, but does not mandate, inmate education. There is no uniform definition or set of standards governing inmate education. As a result, the National Advisory Council on Vocational Education found that only 5 States provide comprehensive and thorough vocational programs for inmates. The widespread lack of cooperation between State education agencies and correctional facilities hampers positive action. Correctional officials also have difficulty dealing with the maze of rules and regulations in federal assistance programs.

The few Federal programs that deal specifically with State and local correctional facilities are badly understaffed. The National Institute of Corrections (NIC) has recently undertaken a joint demonstration program with the Department of Education, but has assigned only a single staff aide to correctional education. NIC focuses its assistance on prison maintenance rather than inmate education.

In 1979 the Comptroller General reported to Congress that "most States could use Federal assistance programs to help improve curriculum materials and implementation of the education and

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training programs in their correctional institutions." GAO recommended the targeting of Vocational Education Act assistance for the development of screening and evaluation of inmates' educational needs, the creation of uniform curricula in correctional education, and the prioritizing of vocational and on-the-job training.

In its March, 1981 report, "Vocational Education in Correctional Institutions," The National Advisory Council on Vocational Education recommended that Congress a) "include in the VEA reauthorization language and policy assuring correctional programs access to funding and services under all provisions of the Act," b) that "Federal funds, either through the VEA or additional legislation, should be made available to upgrade and expand existing facilities and equipment used in correctional vocational education," c) that "(such) funds be administered by the state education agency rather than sent directly to correctional agencies," and d) that "the U.S. Department of Education should establish an Office of Correctional Education."

The Federal Correctional Education Assistance Act would accomplish these purposes. It authorizes \$25 million annually for a three-year period for the implementation of a number of correctional education programs, with an emphasis on vocational education and training. It also would include basic education, transitional services such as counseling and job placement, and cooperative programs with private industry for on-the-job training. The program would be administered by the Secretary of Education and funds would be distributed to State education agencies in all States on the basis of their inmate populations. The bill would mandate

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that the funds be spent solely on inmate education and this mandate would be closely supervised by the Secretary. I am pleased to report that in the relatively brief time since the bill's introduction, 34 Members of the House are sponsors, including the two chairmen of the Subcommittee under whose jurisdiction the legislation falls.

While I am confident that support for this legislation will continue to grow, it is essential now to take steps to reverse the current situation in our jails and prisons and begin to commit solid resources to State and local correctional institutions for the training and education of inmates. Enough models and tested programs now exist to guide the implementation of this federal program.

I urge the Subcommittee to consider setting aside certain funds for the sole purpose of correctional education, as it undertakes reauthorization of the Vocational Education Act.

It is time now to acknowledge that the goal of merely segregating offenders from society and ignoring their future needs upon release is neither viable nor desirable. It is time for Congress to make a solid commitment to inmate rehabilitation with the expectation that upon release the great majority of inmates will have acquired the skills, training and knowledge that will permit them to be gainfully employed and to lead productive lives in society.

Senator STAFFORD. Thank you very much, Congressman Conyers. We appreciate your coming over as I said earlier.

I find what you have proposed appropriate to our consideration when we begin actually rewriting to the extent we do the Vocational Education Act.

I do not have a question.

Do you, Senator Pell?

Senator PELL. I do just want to join in thanking Congressman Conyers for coming over and for his suggestion on a set-aside in the vocational education authorization. Obviously we would prefer to see a separate free-standing bill. But if that cannot be achieved at the moment, we shall have to compromise. The art of compromise is what the Congress and the world is all about. Yet let us also keep pressing on this free-standing bill.

Senator STAFFORD. Thank you, Senator Pell.

Senator Metzenbaum, you are a member of the full committee. Do you have anything?

Senator METZENBAUM. If you do not mind, just a question.

Congressman Conyers, I am very supportive of what you are attempting to do. But it has long been a concern of mine that we do not have enough employment training while in prisons, and we oftentimes are met by restrictions which understandably the American labor movement has felt necessary to provide in order to keep prison labor from taking jobs away from people out in the regular market.

Have you given any thought to this subject? And do you have any suggestions as to how we can best deal with it? Because frankly when I was in China, I was much impressed with the kind of work output that was occurring out of prisons, prisoners were busy, rather than just sitting in cells and doing nothing other than troubleshooting.

Do you have any thoughts on the subject?

Mr. CONYERS. Well, my dad was a UAW organizer in the automobile plants in Detroit. And I approached this subject with some candor, Senator Metzenbaum. It seems to me that we have this larger problem. And we were talking about it with our friends at a coffee hour earlier before we came over here.

We have 12 million people out of work in the United States. And the labor movement is understandably very jealous about any kind of work products that would come from outside of their jurisdiction. And so our people are concerned about getting jobs for people who have not violated any of our codes or statutes.

But the simple fact of the matter is that we have a very pragmatic and a very moral circumstance before us, it seems to me, that underlies the basis of the legislation that brings us all here. Pragmatically speaking, as the chairman and Senator Pell have alluded, the cost of warehousing prisoners now is becoming literally insane. What we are doing is creating a drain on our whole society that is not only leading to a continued rise in crime but it is also leading to the convenient notion of a lot of people who feel, let us go back to capital punishment.

And so it seems out of just a very pragmatic argument, we are going to have to sit down with our friends in labor and begin to deal with this subject.

On the more human side of this matter, it seems to me that unless we begin to provide related training and education with emphasis on vocational, we are condemning people in our society to come back out—I think all of you have heard the same kind of stories that I have from people in corrections who are looking at people who sometimes cannot stay out of—well, they are out less than a year, I think the figure is 60 percent of the people are returning back to the criminal justice system. This is a part and parcel of the unemployment dilemma that we are confronted with.

And it is a special part that deserves this special consideration and requires those of us who view ourselves as friends of labor and collective bargaining and the organized work force to make sure that they understand and sympathize and are perfectly willing to make the concessions that are being made in many regional and State areas, but are not being made across the country.

I think we are going to have to rise above some of the protectionism that your question suggests that they have.

Senator METZENBAUM. It seems to me there might be some possibility of discussing the subject, at least on the level that the work product could only be used for poverty, for families that are in poverty, so that they would not be a part of the person covered under any circumstances. And whatever was manufactured in the prison would be made available only to those who were below a certain poverty level. And certainly we do not have too much trouble in defining that. I am interested in what you are trying to do and would be willing to try to be helpful to you on the subject.

Mr. CONYERS. Thank you very much, Mr. Chairman.

Senator STAFFORD. Senator Pelt.

Senator PELL. I would just like to offer an example of the futility of many of our programs.

License plates—and this happens in many States as well as my own—are made by prisoners. And then they emerge and they find the only place for license plates to be made are back in prison. Training of this nature does not make very much sense at all.

Mr. CONYERS. Well, you know, I am reminded by this discussion that in many places—and I think particularly Southern States—there is an incredible amount of work product that comes out. I have been told that there is one Southern State whose roads and highways are among the best because it comes from prison labor. I really think that my responsibilities would extend to try to get a survey done—and I know we have a lot of our correctional friends here participating at this hearing. But that we begin to examine where this work product goes to and how it fits into the larger question of our economy. And I think it needs to be addressed.

Because prison labor is used, I think, perhaps without too much discussion and unwisely in some areas. And then in other places there are restrictions on it. Somewhere—and I now have created another oversight hearing for the Congress—there ought to be a more careful assessment of this. And I think Senator Metzbaum's question is one that spurs me to learn more about how this is being handled throughout the States.

Senator STAFFORD. Thank you very much again, Congressman Conyers. We appreciate your help.

The first panel this morning will consist of Dr. Robert M. Worthington, the Assistant Secretary for Vocational and Adult Education; Dr. Marla Peterson, dean for research, University of Tennessee, Knoxville; Dr. Robert Taylor, director, National Center for Research in Vocational Education, Ohio State University; and Mr. William Wilken, general manager, School Cost Management, Washington, D.C.

If you would be kind enough to come up and take your seats, we would appreciate that.

At this point, without objection, the Chair will place in the record a letter from Majority Leader Howard Baker to this Senator as chairman of the Subcommittee on Education, Arts and Humanities.

[The following was received for the record:]

HOWARD H. BAKER, JR. A
TENNESSEE

United States Senate

WASHINGTON, D.C. 20510

October 26, 1983

The Honorable Robert T. Stafford
Chairman
Subcommittee on Education, Arts, and Humanities
309-D Senate Courts
Washington, D.C. 20510

Dear Bob:

I want to thank you for the October 18 hearings conducted by your Subcommittee regarding the procurement for the management of the National Center for Research in Vocational Education.

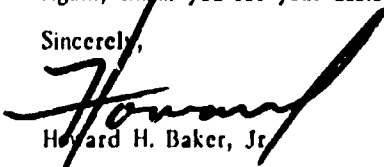
I believe these proceedings clearly illuminated what I believe to have been the inappropriate award of that contract. On behalf of the University of Tennessee and myself I would hope that your deliberations concerning the reauthorization of the Vocational Education Act would produce remedies for what I consider to be both a flawed interpretation of that Act regarding the regionalization of the vocational education research centers and the Department's procurement process as it relates to those centers.

In addition, I have enclosed a copy of a letter I am today sending to Education Secretary Terrell Bell relating to your Subcommittee's hearings and the conduct of two of his senior officials. Rather than belabor you with the accounting of their conduct, I will let my letter to Secretary Bell speak for itself.

Allow me to simply say that I consider the behavior of these officials most improper and a crass attempt to intimidate witnesses testifying before a Committee of the U.S. Senate. I wanted to bring this to your attention for whatever action you deem appropriate.

Again, thank you for your assistance in this regard.

Sincerely,



Howard H. Baker, Jr.

HHBJr:rdt

Enclosure

HOWARD H. BAKER, JR.
 TEL: 60048

United States Senate

WASHINGTON, D.C. 20510

October 26, 1983

The Honorable T. H. Bell
 Secretary
 Department of Education
 400 Maryland Avenue, S.W.
 Washington, D.C. 20202

Dear Mr. Secretary:

I regret that I must once again protest actions taken by officials of the Department of Education in reference to the Department's recent procurement for the management of the National Center for Research in Vocational Education.

As you know, the Senate Subcommittee on Education, Arts, and Humanities conducted a hearing on vocational education on October 18. As you also know, the Committee included in its agenda at my request an examination of this procurement. As a part of that examination, Dr. Maria Peterson, the Dean for Research at the University of Tennessee testified before this Subcommittee.

On the evening of October 17, Dr. Robert Worthington of your Department contacted by telephone a former member of my staff, Commissioner Fred Bernthal of the Nuclear Regulatory Commission. As relayed to me by Commissioner Bernthal, Dr. Worthington intimated that information critical of the University of Tennessee's vocational education program had come into his possession, but that he "hoped he would not have to make that information public" at the Subcommittee hearing.

The following morning, prior to Dr. Peterson's testimony, a Department of Education attorney, Richard Werksman, telephoned the Chief Counsel of the University of Tennessee, Mr. Beach Drogan, and the Executive Vice President of the University of Tennessee, Dr. Joseph Johnson. Both of those gentlemen, whom I have known for some time and who are of unquestioned character, told me Mr. Werksman was most belligerent and attempted to be most intimidating. He was calling, so he informed them, to determine if the University of Tennessee was aware of and supported the "inflammatory...libelous...and untrue" statements Dr. Peterson was to deliver to the Subcommittee later that day.

Mr. Secretary, leaving aside the merits of this entire matter, I find this conduct on the part of any representative, let alone high officials, of your Department reprehensible and inexcusable. Such clumsy and

The Honorable T. H. Bell
 October 26, 1983
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crude attempts to coerce and bully this institution are despicable and, I assure you, will fail.

I intend to pursue this matter to its fullest extent through the appropriate channels of the Senate and would hope that you would do likewise through the administrative means at your disposal.

Sincerely,

Howard H. Baker, Jr.

HHBjr:dt

Senator STAFFORD. As always, I would say to our panel I feel uncomfortable with the fact that we never seem to have enough time to do justice to the efforts you have made to join us and prepare testimony for us. And I have to apologize for the fact that time constraints will force us to limit you to 5 minutes. That little traffic signal which was devised sometime ago gives you 4 minutes on the green, one on the yellow, and then red.

I understand, Dr. Worthington, that you have to leave by 11:15, am I correct?

Dr. WORTHINGTON. Yes, sir.

Senator STAFFORD. I will go in the order that you are announced. Dr. Worthington, we will call on you first.

STATEMENTS OF DR. ROBERT M. WORTHINGTON, ASSISTANT SECRETARY FOR VOCATIONAL AND ADULT EDUCATION, U.S. DEPARTMENT OF EDUCATION, WASHINGTON, D.C.; DR. MARLA PETERSON, DEAN FOR RESEARCH, UNIVERSITY OF TENNESSEE-KNOXVILLE, KNOXVILLE, TENN.; DR. ROBERT TAYLOR, DIRECTOR, NATIONAL CENTER FOR RESEARCH IN VOCATIONAL EDUCATION, OHIO STATE UNIVERSITY, COLUMBUS, OHIO; WILLIAM WILKEN, GENERAL MANAGER, SCHOOL COST MANAGEMENT, WASHINGTON, D.C.

Dr. WORTHINGTON. Mr. Chairman, members of the committee, first I would like to say that we at the Department of Education support your committee's efforts to improve correctional education with special emphasis on vocational and adult education.

As you may know, Senator, the Department of Education has adopted a correctional education policy statement which I have with me. Time does not permit my presenting it. It was signed by Secretary Bell on August 16. And I would be pleased to provide it for the record.

Senator STAFFORD. Without objection.

Dr. WORTHINGTON. Mr. Chairman and members of the subcommittee, in response to your request on September 28; I am pleased to discuss the programs of vocational education research and program improvement authorized by the Education Amendments of

1976 and to provide my perspective on the contract award for the management of the National Center for Research in Vocational Education.

Before proceeding with this overview, however, I would like to comment briefly on the vital role the Federal Government plays in supporting research and program improvement activities for vocational education.

The House and Senate committee reports accompanying passage of the current act express concerns about a wide range of issues that the Congress felt should be addressed by research, development, and dissemination activities. These include how to provide vocational education to the disadvantaged and the handicapped, the need for learning better approaches to sex equity, the need for new curriculum development in advancing technologies, the need for more systematic dissemination of research results to practitioners in the field, and the need for better labor market data and applications.

In addition to these recurring needs, vocational education is entering a period in which it must provide different services for new purposes. For instance vocational education will have to serve displaced workers, work with defense contractors, and establish mechanisms for collaborating with the private sector. Research and program improvement activities will be essential if these new types of services are to be successful.

Recent findings of the National Commission on Excellence in Education and of the National Academy of Sciences regarding vocational education specifically underscore the importance of research, development, and dissemination activities, and the appropriateness of Federal support and leadership for these functions.

Because my time is limited, I will simply summarize the remainder of my testimony, because I would like to submit it for the record in its entirety.

First, on funding. Four major activities are currently supported under the programs of national significance authority: (1) The National Center for Research in Vocational Education; (2) programs of national significance; (3) Curriculum Coordination Centers; and (4) the National Occupational Information Coordinating Committee.

From fiscal year 1978 to fiscal year 1983, approximately \$73.8 million have been appropriated for the programs of national significance, ranging from a high of \$28.6 million in fiscal year 1978 to a low of \$8 million in fiscal year 1983. Of the funds obligated for these programs during the last 6 years, approximately 34 percent was spent on national discretionary projects, approximately 32 percent was used to support the National Center, and about 22 percent was transferred to NOICC, and approximately 4 percent was used to support the six Curriculum Coordination Centers.

I will now provide a brief description of the activities of the National Center for Research in Vocational Education and review the reasons for awarding the contract this year to the Ohio State University Research Foundation.

The Education Amendments of 1976 mandated the establishment of a National Center for Research in Vocational Education and required that it perform six major types of activities. These include applied research and development in vocational education, leader-

ship development through an advanced study center and inservice education, dissemination of the results of Center activities, development and provision of national planning and policy development information for vocational education, serving as an information clearinghouse for research and program improvement activities supported under the act, and development of methods of program evaluation including studies of program completers and leavers.

The National Center for Research in Vocational Education is recognized both nationally and internationally as being the most comprehensive research and development center for vocational education in the world today. The Center is not only a leader in research and development activities, but an enterprise that also provides training and widely disseminates its information and products. Delegations from more than 100 nations have visited the Center.

During the first 5 years of the National Center contract, January 1978 to January 1983, the Center completed 629 deliverables for the Department and disseminated 775,111 substantive products to targeted audiences. Over 100,000 reprints have been made of these products and disseminated to the field, and to more than 2,000 ERIC libraries.

The Center has outstanding facilities and equipment that have been built and purchased with the Ohio State University funds.

During the first year of the new contract, January 16, 1983, to January 15, 1984, the Center is studying the use of satellites to improve the transmission of the information and instruction to the States; conducting seminars and undertaking other activities regarding how the vocational education system can take a more active role in defense preparedness; providing for employment in business and industry; developing ADVOCNET, a sophisticated electronics communication system for vocational and adult educators, working with historically black colleges and other institutions of higher education and vocational programs for Indians in order to improve their vocational education capacities; working to improve the capacity of the vocational education system to meet the high technology training needs of business and industry; and working to improve entrepreneurship education, and involving business and industry in the development of strategies for evaluating and planning for improved vocational education.

Due to the importance of the Center contract with the Ohio State University Research Foundation, I have established a comprehensive program of contract monitoring. This monitoring is carried out by a team of senior program officers within my office who conduct an onsite monitoring review of the Center on a monthly basis.

Finally, I will speak to the contract award for the National Center for Research in Vocational Education. Attached to my statement as appendix A is a copy of a report by the U.S. General Accounting Office which reviewed the contract award for the management of the Center. This report provides a complete review of all actions taken by the U.S. Department of Education in making this award and fairly represents my views on the matter.

The GAO's principal finding was—and I quote—"We have reviewed the process followed in awarding the contract and found it to be in accordance with applicable regulations."

Let me then turn now, since time is short—I see the orange light is flashing—to just a few comments on the review process.

As you know, the materials that I have—

Senator STAFFORD. If you could summarize, Dr. Worthington, we would appreciate it. You are now on the red.

Dr. WORTHINGTON. I will do that.

We formed an in-house panel which reviewed the offers from the University of Tennessee and from the Ohio State University. I have a 35-page memorandum, setting forth our rationale for the contract award, which I would like to enter into the record—

Senator STAFFORD. We will place it in the record.

Dr. WORTHINGTON. But, first, let me point out that I reviewed the in-house panel findings with my staff very, very carefully. And I frankly was forced to disregard the recommendations of the panel. For example, consider the panel's rating on institutional experience. There is a possible five points to be gained on this particular criterion. The University of Tennessee was given five points. The Ohio State University was given 4.8 points. The institutional experience of the Ohio State University included 640 projects with 131 sponsors since the Center was established, while the University of Tennessee in the last 8 to 9 years, according to the Eric system, conducted no federally supported vocational education research.

In the area of facilities, the Ohio State University has an excellent facility on campus built by university funds. Under this particular category, five points were allowable. The Ohio State University received five points. The University of Tennessee proposed to rent a facility. And I personally visited that facility—12 miles from the campus in a new office park far away from the university. They were also given five points by the panel.

As far as staffing, the Ohio State University was given 6.5 points of 10 points, while Tennessee was given 9.4 out of 10 points. In my estimate there is no comparability of staff whatsoever. The University of Tennessee proposed a part of a dean's time for Center direction. All other staff would have to have been recruited from outside.

And last but not least, on the criterion of quality control, the University of Tennessee proposed to have a quality control coordinator but they had no plan in their proposal, yet they received 4.7 by the panel. The Ohio State University proposed a very detailed quality control program which they received a 4.4 rating.

I think it is appropriate to put these examples in the record to point out to you why I thought I needed to turn to an outside panel of experts who visited both sites to determine what the facilities were like, what the institutional commitment was like, and what the staff was like. I personally went with that panel of four of outside experts along with the Contracting Officer for the Secretary.

If you could give me 30 seconds more, I would like to read a summary statement from the 35-page memorandum which sets forth our rationale for the contract award. There were eight reasons why I recommended to the Contracting Officer that the Ohio State University's offer be accepted.

First, the Ohio State University's proposal more applicably addressed both the scope of work and the proposed review contained in the RFP. Second, the Ohio State University proposal provided a

better understanding of the concerns of the 1976 amendments as related to R&D needs. Third, the Ohio State University proposal provided a more balanced, broad-based, and long-term approach for providing educational communities in terms of levels. Fourth, the Ohio State University proposal provided more adequate plans for each of the six functions which I read to you earlier. Fifth, the Ohio State University proposal provided a better plan for task and management plans. Sixth, the Ohio State University proposal provided for better resources, better facilities, and better equipment. Seventh, the Ohio State University proposal described a stronger history of institutional experience in a vocational institution. And, last, the Ohio State University proposal provided for more systematic and planned quality control plans.

Mr. Chairman, I would like to offer for the record additional information on the other components of my testimony.

Senator STAFFORD. Without objection, that will be made a part of the record.

[The prepared statement of Dr. Worthington with attachments follows:]

STATEMENT OF
ROBERT M. WORTHINGTON, ASSISTANT SECRETARY FOR VOCATIONAL AND
ADULT EDUCATION
BEFORE THE
SUBCOMMITTEE ON EDUCATION, ARTS, AND HUMANITIES
SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES

OCTOBER 18, 1980

Mr. Chairman and Members of the Subcommittee:

In response to your request of September 28th, I am pleased to discuss the programs of vocational education research and program improvement authorized by the Education Amendments of 1976 and to provide my perspective on the contract award for the management of the National Center for Research in Vocational Education.

Before proceeding with this overview, however, I would like to comment briefly on the vital role the Federal government plays in supporting research and program improvement activities for vocational education.

The House and Senate Committee reports accompanying passage of the current Act express concerns about a wide range of issues that the Congress felt should be addressed by research, development and dissemination activities. These include how to provide vocational education to the disadvantaged and the handicapped, the need for learning better approaches to sex equity, the need for new curriculum development in advancing technologies, the need for

more systematic dissemination of research results to practitioners in the field, and the need for better labor market data and applications.

While we have increased our knowledge in these and other areas, we still have much to learn. For example — just as American industry must develop new technologies to compete in changing international markets, so must vocational education adjust its program content, and update its instructional personnel, to train skilled workers for these new technologies. Applied research in vocational education must follow basic research in business and industry, if the Nation is to realize a maximum return on its investment in our programs and facilities.

In addition to these recurring needs, vocational education is entering a period of in which it must provide different services for new purposes. For instance, vocational education will have to serve displaced workers, work with defense contractors, and establish mechanisms for collaborating with the private sector. Research and program improvement activities will be essential if these new types of services are to be successful.

Recent studies show that only a very small percentage of research and improvement activities are supported by State and local funds. In contrast with basic program support, the driving force for research and improvement activities is still largely Federal. As Secretary Bell said in 1982, referring to all of education --

"Today, the Federal Government's role in education should comprise important, but limited functions:research

and data collection with emphasis on strengthening excellence in education, on basic education and learning, on how schools may fill unmet needs that are nationwide in scope, and on comparative statistics and trends that will identify where education is strong and where it is weak....."

Recent findings and recommendations of the National Commission on Excellence in Education, and of the National Academy of Sciences regarding vocational education specifically, underscore the importance of research, development, and dissemination activities, and the appropriateness of Federal support and leadership for these functions.

[As my time is limited this morning, I will simply summarize the remainder of my statement which I will submit for the record in its entirety.]

FUNDING

Four major activities are currently supported under the Programs of National Significance authority. They are: (1) The National Center for Research in Vocational Education (2) programs of National Significance, (3) Curriculum Coordinaton Centers, and (4) the National Occupational Information Coordinating Committee (NOICC). Additionally, funding under Programs of National Significance in the past has been provided for the Leadership Development Fellowship Program and the Teacher Certification Fellowship Program. Since these programs are not currently funded, they will not be discussed in this testimony.

From FY 1978 through FY 1983, approximately \$73.8 million have been appropriated for the Programs of National Significance, ranging from a high of \$28.6 million in FY 1978 to a low of \$8.0 million in FY 1983. These figures include 5 percent of the funds appropriated under the Smith-Hughes Act. Attached to my testimony is a table showing the amount of funds obligated to each of the four activities by program year. The amount obligated in a year is different from the amount appropriated in that year because this program is forward funded and because fund carryovers are included in the obligations. Of the funds obligated for these programs during the last six years, approximately 34 percent was spent on national discretionary projects, approximately 32 percent was used to support the National Center, about 22 percent was transferred to NOICC, and approximately 4.0 percent was used to support the six Curriculum Coordination Centers.

I will now provide a brief description of the four major activities currently supported under Programs of National Significance.

THE NATIONAL CENTER FOR RESEARCH IN VOCATIONAL EDUCATION

The Education Amendments of 1976 mandated the establishment of a National Center for Research in Vocational Education and required that it perform six major types of activities. These include--

- o applied research and development in vocational education,
- o leadership development through an advanced study center and inservice education,

- o dissemination of the results of Center activities,
- o development and provision of national planning and policy development information for vocational education,
- o serving as an information clearinghouse for research and program improvement activities supported under the Act; and
- o development of methods of program evaluation including studies of program completers and leavers.

The National Center for Research In Vocational Education is recognized both nationally and internationally as being the most comprehensive research and development center for vocational education in the world. The Center is not only a leader in research and development activities, but an enterprise that also provides training and widely disseminates its information and products. Delegations from more than one hundred nations have visited the Center.

During the initial contract period (January 16, 1978 to January 15, 1983) 64,281 information requests were received by the Center and responses provided; 9,528 persons were trained through 270 National Academy Workshops (conducted on a cost-recovery basis) in the areas of planning, evaluation, special populations, sex fairness, and economic development; 133 leaders in vocational education took part in the in-residence training program; and 28 advanced study fellows did post-doctoral work at the Center.

During those five years, the Center has completed 629 deliverables (substantive and administrative) for the Department and disseminated 775,111 substantive products to targeted audiences. Over 100,000 reprints have been made of these products, and these products were placed in the more than

2,000 ERIC libraries across the nation. The Center has distributed information and findings about its products and other vocational education products through a periodical circulation of over 1,900,000.

The Center has outstanding facilities and equipment that have been built and purchased with the Ohio State University funds. The Center provides toll free telephone services, and keeps track of all on-going State-supported program improvement projects. These on-going projects and final products are entered in a computer retrieval system. The Center has worked with the six Curriculum Coordination Centers in codifying and putting on-line more than 2,000 sets of curriculum and instructional materials for vocational education. The Center's library (the largest vocational education library in the world) contains 53,808 volumes. The Center maintains access to 196 data bases with ERIC being just one such base.

The National Center for Research in Vocational Education continues to address the needs of business and industry. In referring to a project which was initiated this year by the Department (in cooperation with the Center) the House Committee Appropriations Report (Report 98-357) expressed pleasure with a major undertaking designed--

..."to determine the kinds of incentives that will encourage people to take machine shop, precision metal training, and tool and die making, areas where predictions of shortages run as high as 238,000 skilled workers over the next decade."

At the Department's direction, during the first year of the new contract, (January 16, 1983 to January 15, 1984) the Center is:

- (1) Studying the use of satellites to improve the transmission of the information and instruction to the States. This project may result in the more effective delivery of instruction to a wider variety of persons needing up-to-date skills and knowledge;
- (2) Conducting seminars and undertaking other activities regarding how the vocational education system can take a more active role in defense preparedness. Better workers are needed in defense related industries and skilled persons are needed in the military services;
- (3) Identifying adult literacy skills needed for workers to receive vocational training for employment in business and industry, and the military. The Center will also select and disseminate instructional materials for teaching these skills;
- (4) Developing "ADVOCNET," a sophisticated electronics communication system for vocational and adult educators at the State and local levels. Rapid communications are necessary between and within States and with the Federal level in order to facilitate the responsiveness of vocational education to the changing needs of business and industry;

- (5) Working with historically Black colleges, with other institutions of higher education, and with vocational programs for Indians in order to improve their vocational education capacities;
- (6) Working to improve the capacity of the vocational education system to meet the high technology training needs of business and industry. The Center has recently conducted work concerning Computer Assisted Design/Computer Assisted Management (CAD/CAM) and robotics that will improve vocational training programs in these areas;
- (7) Working to improve entrepreneurship education in the States in cooperation with the Department's Task Force on Entrepreneurship.
- (8) Involving business and industry in the development of strategies for evaluating and planning for improved vocational education and training programs.

Due to the importance of the Center contract with the Ohio State University Research Foundation, I have established a comprehensive program of contract monitoring. This monitoring is carried out by a team of senior program officers within my Office who conduct an on-site monitoring review of the Center on a monthly basis.

To date five site visits have been conducted and three more are planned during the first year of the new contract. Twelve site visits will be

conducted for each subsequent year of the contract.

In addition to the on-site monitoring program, oversight is provided by (1) a full-time project officer, (2) the Center's Advisory Council (appointed by the Secretary), and (3) reports to me and my senior staff by the Center Director.

Finally, I will speak to the contract award for the National Center for Research in Vocational Education. Attached to this statement as Appendix A is a copy of a report by the United States General Accounting Office which reviewed the contract award for the management of the Center. This report provides a complete review of all actions taken by the U. S. Department of Education in making this award and fairly represents my views on the matter. The General Accounting Office's principal finding was--

"We have reviewed the process followed in awarding the contract and found it to be in accordance with applicable regulations."

NATIONAL DISCRETIONARY PROJECTS

Federal contracted projects of national significance provide a basis for the leadership needed to improve the quality of vocational education programs. They focus on areas which individual States would have difficulty addressing or which would be duplicated across States. These projects have produced information for decision making and policy concerning national problems and they have also developed materials for instruction in changing and emerging

occupational areas. The methods, practices, strategies, and projects are designed to improve the quality of programs which prepare students to enter the job market or to proceed to the next educational level.

Projects have focused on selected national priorities in vocational education, such as economic development, private sector involvement, entrepreneurship, defense preparedness, skill shortages, excellence in vocational education, educational technology, basic skills, employability skills, high technology, energy education, and development of program standards for excellence.

Let me provide some examples of how our projects which began or concluded during the past fiscal year have addressed these priorities:

- (1) High technology is represented by a robotics project initiated during 1983 to identify the required job competencies of robotics technicians and to develop institutional strategies to achieve the competencies; by a project which is developing a computerized task inventory of high technology occupations; by experimentation with placing office equipment for operating businesses in homes; and by a series of papers addressing high technology and economic issues of major concern to vocational education.
- (2) In cooperation with the Department of Commerce, the Office of Vocational and Adult Education has funded a project to promote economic development through entrepreneurship education and

training. Following a national conference, the project staff is working with volunteer sponsors for training activities at twenty sites throughout the country. This effort focuses on education's role in ensuring successful future entrepreneurs and on Commerce's concern with minority business entrepreneurs.

- (3) On November 7th the National Academy of Sciences and the Department will sponsor a seminar to discuss a report by the Academy entitled Education for Tomorrow's Jobs. This report, which I believe will have a major impact on vocational education, resulted from a study sponsored by our national discretionary programs.

- (4) Private sector involvement was a strong component of a project which focused on developing linkages with the community, the school guidance activities, and the private sector. During the past fiscal year twenty communities were assisted in this kind of linkage and in developing and implementing collaborative programs of career guidance. In November there will be a final conference describing the outcomes of this project.

- (5) Among the new projects being funded this year, two will continue our commitment to developing standards of excellence for vocational education. These projects will address standards for excellence in trade and industrial education, including teacher certification, and standards for excellence in business education, with emphasis

on data and word processing and other office education programs.

CURRICULUM COORDINATION CENTERS

Another activity funded under Programs of National Significance is the Curriculum Coordination Centers. The need for a network for curriculum coordination was recognized by the U.S. Office of Education in the early 1970's. Studies at the time showed that curriculum development and dissemination efforts by the States were fragmented and duplicative.

As Associate Commissioner of the, then, Bureau of Adult Vocational and Technical Education, I awarded grants through a competitive process to seven State curriculum laboratories in 1972 and 1973. This was the beginning of the National Network for Curriculum Coordination.

Today, the network consists of the six Curriculum Coordination Centers and 57 State Liaison Representatives.

The National Network provides a variety of curriculum-related services to clients at the Federal, State, and local levels. Network services include technical assistance, consultation, inservice training workshops, acquisition and dissemination, curriculum searches, curriculum adaptations, library loans, field-test site identification, and coordinated information-sharing. The Network does not develop curriculum but assists States in adopting or adapting existing materials, depending on their needs. The strength of this Network is its regional focus, which extends all the

way to local users. The 57 State Liaison Representatives are the primary resources for information shared through the Network. With one telephone call, a client can access the services of the entire Network. Many States, with limited curriculum development resources, have adapted Network-identified materials from other States, a procedure that has been increasingly beneficial especially to smaller and sparsely populated States.

In 1982, States reported an estimated savings of almost \$4.0 million in development costs through the adoption or adaptation of CCC identified curriculum materials. The Southeast Center, for example, reported a savings of \$1,180,000 with 84 products adopted or adapted in its eight State region. The East Central Center reported a savings of \$1,062,200 with 82 products adopted or adapted in twelve States. Likewise, the Northeast Center reported savings of \$686,500 through the adaptation of 95 products by its ten State region. Similar savings were reported by the other three CCCs. In total, 464 curriculum products were adopted or adapted by States.

Network clients include public and private school teachers, administrators, guidance counselors, curriculum developers, dissemination specialists, occupational specialists, librarians, public and private organizations, and job placement officers.

OCCUPATIONAL INFORMATION

The basic purpose of vocational education is to prepare persons for jobs that will be available in the labor market. The National Occupational,

Information Coordinating Committee (NOICC) and its related State Occupational Information Coordinating Committees (SOICC's) were established to assist State and local administrators of vocational education in planning instructional programs that better meet labor market needs, and to assist teachers, counselors, and students in determining career goals.

In FY 1983, NOICC received \$3.16 million from the Department of Labor and \$2.16 million from vocational education's Programs of National Significance budget to accomplish its goals. NOICC uses these funds to award grants to States for maintaining SOICC's, continue work on developing an occupational information system, and to develop career information delivery systems. NOICC also lets contracts for special purpose research that has national significance and affects the SOICC network.

One of the major objectives of NOICC and the SOICC's has been the development of occupational information systems to meet the needs of planners and administrators of vocational education. While all States have indicated that they have implemented an occupational information system, the comprehensiveness of data elements and degree of system automation vary among the States. NOICC undertook a major effort in 1981-82 to assist States in adopting comprehensive computerized occupational information systems developed by other States. These systems combine supply and demand data with occupation information such as wages, working conditions, and educational/experience requirements. These computerized systems make the information more accessible to planners, as well as making it easier to update information elements as needed.

NOICC and the SOICC's have continued their emphasis on providing special attention to the labor market information needs of youth and adults by operating Career Information Delivery Systems (CIDS). In 1982, NOICC funded six additional States to develop statewide CIDS. The CIDS provide State and local information, through automated systems, to individuals who are in the process of career exploration and/or job search. NOICC has now awarded CIDS grants to a total of 21 States. CIDS are available in approximately 4,359 sites across the country.

LEGISLATIVE RECOMMENDATIONS AND FUTURE PRIORITIES FOR NATIONAL PROGRAMS

As you are aware the Department of Education has submitted to Congress a proposal entitled "The Vocational and Adult Education Consolidation Act of 1983." This proposal has been introduced in both the Senate (S. 1039) and House (H.R. 2940).

Title III of these bills authorizes the national discretionary programs that have been supported in the past, while consolidating them under a single authority and giving them a new focus on economic development. The Secretary would be authorized to reserve up to 5 percent of the total appropriation to fund this authority.

In contrast to existing legislation, the Secretary would have broad discretionary authority in managing these national programs, as they are allowable rather than mandatory and are funded from a single reserve rather than from separate authorities.

Economic development would be a primary focus of the national discretionary programs. The proposal contains a broad program improvement authority and permits the support of projects or activities for such problems and priorities as:

- o national critical shortages of skilled manpower;
- o defense preparedness skill shortages;
- o skilled workforce training programs for rapidly changing occupations or occupations necessary for economic development;
- o collaborative programs that combine the resources of business, industry, labor, education, finance, and agriculture; and
- o entrepreneurship education.

In addition, authority for the programs and activities now being supported under the existing provisions for Indians and the National Occupational Information Coordinating Committee would be continued. A National Center for Research in Vocational and Adult Education would be continued as an allowable activity.

In summary, I would point out that it is difficult within these few pages to convey the full extent and impact of the programs and activities that have been carried out under Programs of National Significance since 1978.

I would be pleased to provide you with descriptions of any of the products or activities in which you might have an interest.

Mr. Chairman, I would like to thank you for this opportunity to meet with you and this Subcommittee to report on the status of and our recommendations regarding research and program improvement for vocational education.

I will be pleased to answer any questions that you or other Subcommittee members may have.



APPENDIX A

UNITED STATES GENERAL ACCOUNTING OFFICE
WASHINGTON, D.C. 20548

HUMAN RESOURCES
DIVISION

August 31, 1983

B-205028

The Honorable Howard H. Baker, Jr.
United States Senate

The Honorable John J. Duncan
House of Representatives

The Honorable James H. Quillen
House of Representatives

Subject: Review of Contract Award for Management of
National Center for Research in Vocational
Education (GAO/HRD-83-79)

In February 1983, you requested that we review the contract awarded by the Department of Education (ED) in January 1983 for managing the National Center for Research in Vocational Education. We have reviewed the process followed in awarding the contract and found it to be in accordance with applicable regulations.

Our review was performed at ED headquarters and was made in accordance with generally accepted government auditing standards. We reviewed all pertinent documents regarding the request for proposals and award of the contract. We also reviewed applicable procurement regulations. We interviewed panel members, the ED contracting officer and his staff, and officials of ED's Office of Vocational and Adult Education. We did not evaluate the technical merits of the proposals the bidders submitted for the contract.

Under section 171(a)(2) of the Education Amendments of 1976, ED is authorized to support a National Center for Research in Vocational Education. On January 16, 1978, on the basis of a competitive procurement procedure, the Ohio State University Research Foundation was awarded a contract to operate the Center with annual options to renew the contract until January 1983. Ohio State was paid over \$25.3 million during the contract's 5-year period. In January 1983, on the basis of competitive procurement procedures, Ohio State University was awarded another contract to operate the Center, with annual renewable options through January 1987.

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Summarized below is a chronology of the key events leading to the award of the contract in January 1983 and the basis for our conclusion regarding the propriety of the procedures followed in making the award.

**CHRONOLOGY OF EVENTS IN
CONTRACT PROCUREMENT PROCESS**

On May 26, 1982, ED issued request for proposal (RFP) 82-028, for a contract to manage the Center for 5 years. The closing date for proposals was July 30, 1982. The RFP sets forth the criteria to be utilized by reviewers in determining the technical merits of the submitted proposals.

Two organizations, the Ohio State University Research Foundation and the University of Tennessee, submitted proposals in response to the RFP. The University of Tennessee's cost proposal for the first year of operation was \$2,704,425, and Ohio State's was \$4,633,000.

A Federal Technical Review Panel composed of ED personnel was convened August 2 through 6, 1982, to evaluate, rate and score the two proposals. Panel members used the criteria set forth in the RFP to make their evaluations. Five of the seven panel members gave the University of Tennessee higher point scores.

In September 1982 the Secretary of Education formed another panel composed of nationally recognized non-Federal experts, knowledgeable of the research and program improvement process in vocational education, to evaluate the two institutions with regard to staffing, facilities, equipment, and institutional experience and commitment. The panel's evaluation was to be based on site visits to each of the universities. The Assistant Secretary stated that this panel was formed because (1) the amount of the contract award represented a large percentage of the discretionary funds available to the Secretary for vocational education and (2) of the need to take an onsite look at the staff, facilities, and commitment of each organization.

On October 18 and 19, 1982, the panel visited the sites of the two offerors and prepared written comments on the staffing, institutional experience, resources, facilities, and equipment of each of the two offerors. A consensus of the opinions expressed by the panel in their written comments favored Ohio State.

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Subsequently, ED officials requested the panel to also review the technical merits of the two proposals and provide written comments. Accordingly, the panel convened in Washington D.C., on November 2 and 3, 1982, and prepared written comments. A consensus of the opinions expressed by the panel on the merits of the proposals in their written comments favored Ohio State.

After discussing the original proposals with officials of Ohio State and Tennessee, ED requested them to submit best and final offers. On December 10, 1982, best and final offers were received from both Ohio State and Tennessee. Ohio State's final cost proposal for the first year of operation was \$4,369,947 and Tennessee's cost proposal was \$3,106,603.

The Federal Technical Review Panel met between December 11 and 13, 1982, to review the best and final offers and to make written recommendations for awarding the contract. One of the initial seven panel members had resigned before this time, and of the other six members, five recommended that the contract be awarded to Tennessee and one recommended Ohio State. The non-Federal expert panel was not requested to review the final offers.

RECOMMENDATION BY ASSISTANT SECRETARY
FOR VOCATIONAL AND ADULT EDUCATION FOR
THE AWARD OF THE CONTRACT

On January 5, 1983, the Assistant Secretary for Vocational and Adult Education recommended that Ohio State be awarded the contract. In a memorandum of that date to the Director, Assistance Management and Procurement Services, the Assistant Secretary stated the following regarding his rationale for recommending the award to Ohio State.

* * * The proposals must be perceived as plans for five years of procurement. Thus, preference must be given to the proposal that proposes the best five-year procedural plan as well as detailed plans for the first year of operation. The Ohio State University has submitted such a proposal. The Federal Technical Review Panel appears to have given too much weight to the more narrowly focused University of Tennessee proposal for the first-year effort rather than viewing the proposal as a five-year effort with a need for balance and a broad based long-term approach. The Request for Proposal listed a substantial number of priority areas of focus. While the Request for Proposal did not indicate that each of these areas must be addressed, it suggested a substantively broad based

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proposal that provided a balanced approach for the many diverse vocational education communities at all levels of vocational education.

"While the Federal Technical Review Panel provides advice to the government regarding proposals that are received, it clearly is the responsibility of the government to make the best decision regarding which proposer should be funded. This decision is based on the announced technical review criteria and the best buy for the government in terms of impact on the broad diverse vocational education communities for the planned five year duration of the National Center.

"While The University of Tennessee's proposed cost is less than the proposed cost for the Ohio State University, The Ohio State University proposal includes more activities and services to a broader range of vocational education communities at the prevocational, secondary, postsecondary and adult levels. This is in contrast to The University of Tennessee's proposal which is more focused and tends to be more oriented to the post-secondary and adult levels. While the Ohio proposal requests more funds, it proposes to do more work to serve the broad array of vocational education communities. This is more in line with the congressionally mandated intent for the National Center."

AWARD OF CONTRACT TO OHIO STATE

In the Contracting Officer's January 13, 1983, "DETERMINATION AND FINDINGS" regarding the contract, he concluded that the Assistant Secretary of Vocational and Adult Education

"has made a convincing and substantiated argument that the Contracting Officer should not accept the recommendation of the technical review panel and that the recommendation of Assistant Secretary * * * should be accepted, that award of this contract be given to Ohio State University Research Foundation in the amount of \$4,369,947."

On January 13, 1983, ED awarded a contract in the amount of \$4,369,947 to the Ohio State University Research Foundation for managing the National Center for Research in Vocational Education from January 16, 1983, to January 15, 1984, with annual options to renew.

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PRIOR COMPTROLLER GENERAL DECISIONS
WHICH ARE GERMANE TO THE SUBJECT AWARD

The Comptroller General of the United States has issued a number of decisions which have a direct applicability to this award. Comptroller General Decision B-199540.3, dated November 16, 1982, states in part:

"The contracting officer * * * is not bound by the recommendations made by evaluation and advisory groups even though such groups may be composed of working level procurement officials and evaluation panel members who normally may be expected to have the technical expertise required for the technical evaluations.

"Although the contracting officer's decision must not be inconsistent with the solicitation's stated evaluation criteria and must have a rational basis, he is vested with a considerable range of judgment and discretion in determining the manner or extent to which the evaluation will be used."

Comptroller General Decision B-190530, dated January 11, 1979, discussed another case where an award was made contrary to a panel recommendation. In this case the evaluation process included a technical review panel to evaluate initial proposals and a site team visit, with team member comments to be considered as part of the overall evaluation. The decision states in part, "even if the technical review panel had unanimously recommended award to * * *, it would have been within the selection official's discretion to select * * * for award provided that selection would have had a reasonable basis and been consistent with the evaluation criteria." Also, the decision concludes that there was "nothing improper with this evaluation approach."

CONCLUSION

In view of the past decisions of the Comptroller General that a contracting officer is not bound by the recommendations of an advisory panel, and based on our review of the procedures followed in awarding the contract, we believe that the award to Ohio State University complied with applicable procurement regulations.

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Because this report contains no recommendations, it was not sent to ED for written comments. However, the matters contained in this report were discussed with ED's Contracting Officer.

We trust that this information is responsive to your request. As arranged with your office, unless you publicly announce the report's contents earlier, we plan no further distribution until 3 days from its issue date. At that time we will send copies to the Secretary of Education; the Director, Office of Management and Budget; and other interested parties and make copies available to others upon request.



Richard L. Fogel
Director

9/29/83

VOCATIONAL EDUCATION PROGRAMS OF NATIONAL SIGNIFICANCE
OBLIGATIONS BY FISCAL YEAR*

ACTIVITY	FY 1978	FY 1979	FY 1980	FY 1981	FY 1982	FY 1983
National Center for Research in Vocational Education	\$ 4,516,415	\$ 5,064,497	\$ 5,606,066	\$ 5,505,000	\$ 4,633,895	\$ 5,400,000
Curriculum Coordination Centers	395,000	632,822	364,096	599,000	609,449	745,520
Projects of National Significance	13,960,662	14,739,352	373,085	1,258,540	348,629	1,092,582
Leadership Development	1,760,000	1,764,000	1,002,293	---	---	---
Teacher Certification	1,850,000	1,491,310	---	---	---	---
National Occupational Information Coordinating Committee	5,000,000	5,000,000	3,012,000	3,000,000	2,243,100	2,153,376
TOTAL	\$27,482,077	\$28,691,981	\$10,357,540	\$10,362,540	\$ 7,835,073	\$ 9,391,478

*The amount of obligated funds does not necessarily equal the amount of appropriated funds for a given fiscal year because of the carryover of deobligated funds from previous fiscal year appropriations.

Senator STAFFORD. Now, Dr. Peterson, I think it is your turn. And the Chair is not going to cut you short so you can have equal time with Dr. Worthington.

Dr. PETERSON. Thank you, Mr. Chairman.

I am Marla Peterson, dean for research at the University of Tennessee in Knoxville. I am here, as you have articulated, at your request to answer questions and discuss with you vocational education research in general and, in particular, the circumstances surrounding the awarding of a contract in response to U.S. Department of Education request for proposal 82-028, National Center for Research in Vocational Education.

Before I discuss the events that happened during the procurement, there are several comments, though, that I wish to make.

No. 1. The University of Tennessee bid on the National Center for Research in Vocational Education out of an interest in providing excellent research and that continues to be our motivating interest.

No. 2. At no time while the procurement was in progress did we know any facts about how the procurement was being conducted other than the fact that a site visit team did come to our campus.

No. 3. At no time did we try to influence the procurement outcome through political action other than through the written material we presented in our proposal to the U.S. Department of Education.

No. 4. Finally, in no way do we want the circumstances surrounding procurement to negatively affect committee deliberations on the importance and necessity of research in proposed vocational education legislation. Rather, we would hope that this committee would take corrective steps to include provisions in the new legislation which would adequately address vocational education research, and which would improve upon the procedures that are used to handle procurements for research in vocational education.

In my written testimony that I have submitted to you I have given you a chronology of events. I am not going to go through that chronology. In response to Dr. Worthington's testimony, I have to say there were some errors of fact.

[Information supplied for the record follows:]

EXCERPT FROM OCTOBER 18 TESTIMONY BY DR. ROBERT WORTHINGTON, P. 25.
(STAFFING)

As far as staffing, the Ohio State University was given 6.5 percent of 10 percent, while Tennessee was given 9.4 out of 10 percent. There was no comparison whatsoever. The University of Tennessee had one part of a team's staff available for it. And all the staff would have to have been recruited from outside.

RESPONSE OF DR. PETERSON

The University of Tennessee did, indeed, include staff in the National Center proposal. I have attached pages from the "Staffing" portion of the proposal. In addition, Dr. Worthington met the ten key staff listed on the "Summary of Key Staff Training and Experience" chart (p. IV-2) when he brought the Site Visit Team to the campus. These ten staff also spent two days at the United States Department of Education answering oral questions that were directed to them. In addition, seven of the key staff were employed at The University of Tennessee when the proposal was submitted and are currently employed at the University.

STAFFING

The National Center Management and Leadership Team

Nine outstanding individuals will form the core management and leadership staff of the National Center staff. Each has been chosen because they bring experience and expertise to the area they will lead. In this section you will find a summary table of the academic background, relevant experience, responsibilities within the Center, and the percentage of time committed to the contract (100% in all cases).

All of these individuals have agreed to join the National Center staff when the contract is awarded. Following the summary table is a letter of commitment from the proposed Executive Director for the National Center.

An examination of the summary table will reveal that the six individuals who will constitute the Management Team (the Executive Director, the four Division Directors, and the Coordinator of Administrative Services) have received their terminal degrees from six different institutions - Texas A & M University, University of Illinois, North Carolina State University, University of Tennessee, and East Tennessee State University.

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SUMMARY OF KLY STAFF TRAINING AND EXPERIENCE

Name/Area of Responsibility Preparation/Experience															of time												
	Education	Bus. and Admin.	Health	Comm. Services	Mathematics/Stat.	Phys. and Earth	Psychological	Sci. Technical	Science	Univ. Exp.	Univ. Serv.	Int'l/Cont. Ed.	State Gov.	Bus./Industry		Military	Chemistry/Physics	Economics	Engineering	Mathematics	Psych	Reading/Comp. Ling.	Science Educ.	Socio. Admin.	Administration	Research	Teaching
Dr. Ronald McCage Executive Director																											100
Dr. Janet Treichel Dir., Applied R & D Div.																											100
Dr. Sheila McCullough Prog. Lead., Indp. Stud.																											100
Dr. John Peters Dir., Field Services Div.																											100
Dr. William Aiken Prog. Lead., Nat'l Acad.																											100
Dr. Walter Cameron Dir., Eval. & Policy Div.																											100
Dr. Fadia Alvic Prog. Lead., Pol. & Plan.																											100
Dr. John Peterson Dr., Infor. Resources Div.																											160
Dr. Lillian Clinard Prog. Lead, Infor. Analysis																											100
Roy Dean Coord., Admin. Services																											100

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In addition, these six represent a good mix of state department and university experience. The Executive Director and Director of the Field Services Division have extensive administrative experience in two state departments: Illinois and Tennessee. Four have concentrated their experience in university teaching, research, and administration at North Carolina State University, University of Illinois, Ohio State University, and University of Tennessee. Four have worked in corporate and industry settings and the Executive Director is a Lieutenant Colonel in the Army Reserve.

In addition to the nine key staff who will lead this National Center, there will be other staff who will be named after the contract is awarded. We have named all key personnel who, according to the RFP are the Director, key administrative, supervisory, and substantive staff. We prefer the Division Directors and program leaders to have major input into their staff team selections. Descriptions for all these positions are included in this volume. The cost proposal will reflect salaries for eleven months for these individuals. It is our recommendation that funds normally used for the additional month of salary be used for phase out costs to assure that the incumbent has adequate transition time.

It should be pointed out that the Division Directors will manage the efforts of the entire Division and, in

addition, will direct one program area in their division. Each division has two program areas as indicated on the table which follows. A program leader has been designated for each division to lead the second program area. In most cases the additional staff that will be hired will be at the Master's or Bachelor's Degree levels. This is a deliberate approach to differentiated staffing of the National Center. A well-balanced research organization should hire Ph.D. level personnel who are capable of managing several thrusts within a program area and then be supported by a cost effective team of technical personnel and graduate research associates. We believe that the National Center should provide opportunities for leadership development for graduate students through graduate research assistantship. Our staffing pattern has taken this into consideration.

The cost proposal will reflect that the National Center will have a staff that is differentiated as follows:

	<u>Doctoral</u>	<u>Masters</u>	<u>Bachelors</u>	<u>Other</u>	<u>Total</u>
Professional	9	17	6	-	32
Grad. Research					
Assistants	15	7	-	-	22
Clerical	-	-	-	16.5	16.5

EXCERPT FROM OCTOBER 18 TESTIMONY BY DR. ROBERT WORTHINGTON, P. 25 (QUALITY CONTROL PLAN)

And last but not least, on the criterion of quality control, the University of Tennessee proposed to have a quality control specialist, had no plan in their proposal, yet they received 4.71 by the panel. The Ohio State University had a very qualitative program which they received 4.4.

RESPONSE OF DR. PETERSON

Dr. Worthington was mistaken on this point, There was a quality control plan in the proposal. The plan is attached and is the material used by reviewers to arrive at a higher rating for the University of Tennessee on the quality control portion of the proposal.

Quality Control and Staff Development

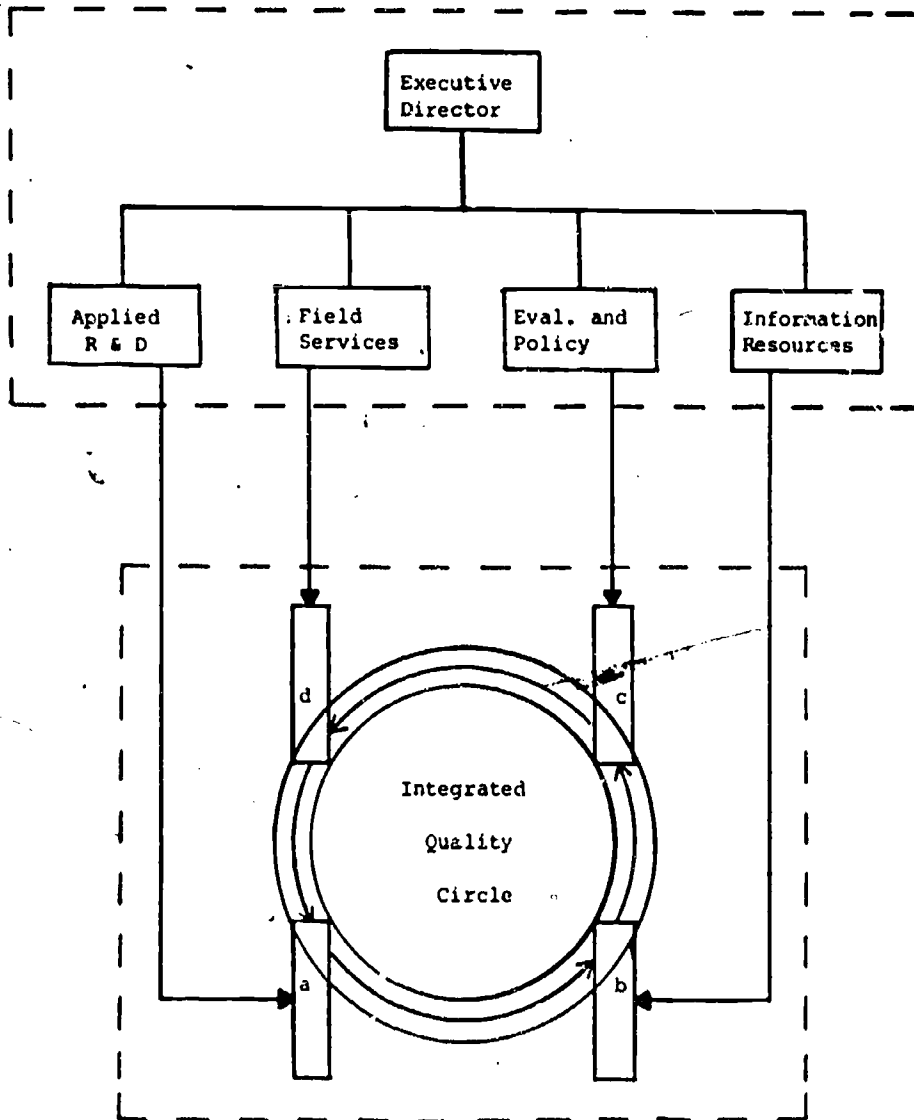
A Quality Control Coordinator will look for all places where Integrated Quality Circles should be formed and will relay these to the division Directors. This will be accomplished by examining the Base Line Management Schedules to determine where interface points occur among functions. Function integration has been a theme that has been espoused throughout this proposal.

Earlier it was stated that if function integration is to occur, it must be planned for. One of the roles of the Quality Control Coordinator will be to see that function interfacing occurs. Instead of having the Quality Control Coordinator only establish methods which impose quality control after a product is well into the development stage, the Quality Control Coordinator will look for IQCs that should take place to assure quality input from the beginning.

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INTEGRATED QUALITY CIRCLE (IQC) MANAGEMENT MODEL

(Example of One IQC)



- a. Research Associate assigned to "At Home In The Office" sub task in Applied R & D Division. . .
- b. Moves to Information Resources Division for segment of time to co-author state-of-art paper, "Is This Really the Office?". . .
- c. Moves to Evaluation and Policy Division for segment of time to study supply and demand of communications workers efforts. . .
- d. Moves to Field Services Division for segment of time to help design National Academy workshop, "At Home In The Office". . .
- e. And comes back to "home" division

However, tried and true methods of external and internal peer review of products will be completed. For the most part, our concept of quality control is to make it an integral part of the day-to-day way in which the organization will be operated. The function integration through the IQCs will cause staff to be critics in a collegial way and in the true spirit of research.

The Quality Control Coordinator will also be in charge of staff development. After all, good staff development should lead to personal growth that results in benefits to the organization. Here are some of the techniques that will be employed.

1. All professional staff will attend a one-week seminar on how to write effectively. This will be held during the second month of the contract.
2. All clerical staff will attend a two-day seminar on "form and style" of the National Center.
3. Professional staff across the functions will be given opportunities to co-author state-of-the-art papers that relate to their field.
4. Professional staff will be encouraged to be active in professional associations related to their field and to their work at the National Center.
5. Key consultants brought to the National Center will be invited to present lectures and seminars for staff on the area in which they are consulting.

6. National Center staff will be invited to attend "dr rehearsals" of National Academy workshops; for example, all National center staff will be invited to participate in the Academy workshop, A New Chip on the Block: Computer Literacy for Vocational Educators.
7. Mechanisms will be used to obtain staff input for staff development activities so that individual needs can be met.

Organizational Structure of the National Center
and Within the University of Tennessee

The National Center for Research in Vocational Education administrative organizational structure is shown on the following page. This is the base organizational structure that feeds into the Integrated Quality Circle approach. Four division directors will report directly to the Executive Director and, along with the Coordinator of Administrative Services, will form the Management Team. Each division will have a program leader who will lead a program of activities. Each Division Director will also lead a specific program area in addition to overseeing the work of the entire division.

The Coordinator of Administrative Services will manage the fiscal, equipment and facilities, editorial, and quality control areas and will assure that the

Dr. PETERSON. I do want to provide for you just a brief outline of some of the events that occurred.

The incumbent bidder somehow learned or perceived that their proposal received a lower rating from the Federal technical review panel. Political action was then instituted on behalf of the incumbent bidder. Review procedures were altered after the proposals were submitted and after a seven-member Federal technical review panel had evaluated the two proposals to include a site visit team of four persons, none of whom served on the Federal technical review panel.

A site visit team visited both sites. We welcomed this at our institution. The site visit team reviewed the two proposals, and they were asked to comment on them. But it is important to note they neither rated nor ranked the two proposals.

And 181 days after issuance of the request for proposal [RFP], and 116 days after closing date for receipt of the two proposals, the RFP was amended by the U.S. Department of Education. Best and final offers were then submitted, and the Federal technical review panel voted 5 to 1 to award the contract to the University of Tennessee.

The Assistant Secretary for Vocational and Adult Education made the decision to award the contract to the incumbent, the bidder that had the lower rated proposal by the Federal technical review panel, and was approximately \$7 million higher in cost if all options to renew the contract are exercised by the U.S. Department of Education.

Then, finally, after the award was made, an anonymous mailing was sent in a franked Department of Education envelope to the president of the University of Tennessee, detailing anomalous procedures within the Department during the procurement.

Mr. Chairman, as a result of having gone through this experience, we do have some specific recommendations for the legislation and for the procurement process. But I am going to speak only to the legislation today.

As you look at vocational education legislation, we believe that these are some of the things that should be considered.

We would recommend the establishment of four to six research centers. I have provided rationale in my printed testimony as to why we believe that should take place. We believe that four to six research centers, each funded at \$2 million per year and a national center should be included in the legislation.

We believe that the U.S. Department of Education should exercise its authority under the "options to renew" clause of the current National Center contract and recompetes the National Center procurement at the same time that procurements for focused centers would take place.

All centers should be competitively procured every 5 years and the awards should be in the form of grants.

The centers should be university based so that the centers can serve the dual purpose of conducting research and preparing the next generation of vocational education researchers and leaders.

I have offered for you several and thrusts for the centers. I will not detail each of those. Those are in my written testimony. But they relate to thrusts like Policy Study Center for Vocational and

Technical Education, Research in High Technology Education Center, a Center for Research on Vocational and Technical Education Special Populations, something we heard something about earlier this morning.

I could go on and list others for you because I believe there are important areas that need to be addressed by focused research centers. We believe, too, that all centers should report to the U.S. Department of Education with the Department convening representatives from each center on a quarterly basis for coordination purposes. We believe that not more than any one center should be located in any one university.

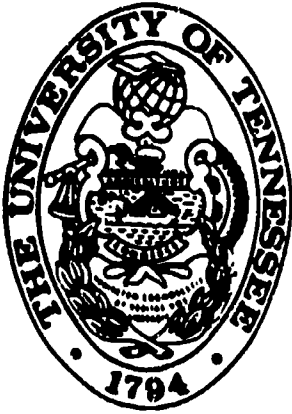
Finally I have to say as a researcher, and as an administrator of research across all colleges from the college of law to the college of home economics to the college of business administration to the college of education and so on in a major land grant university—the American university must remain a place where research can be conducted in a free and unbiased manner. It must also be able to compete for research awards in an atmosphere where awards are made to those with the best ideas. That is what research is all about.

We must get about the business of conducting quality research on critical vocational education questions. Vocational education and the Federal procurement process both lost a great deal of dignity this past year. I have suggested some ways to restore dignity to an educational field which so richly deserves it.

It remains to be seen, however, whether Federal vocational education legislation can be written to help make this happen, and whether the profession itself can accept this challenge.

Thank you very much.

[The prepared statement of Dr. Peterson follows:]



STATEMENT OF DR. MARLA PETERSON
DEAN FOR RESEARCH, THE UNIVERSITY OF TENNESSEE

TO

UNITED STATES SENATE SUBCOMMITTEE
ON EDUCATION, ARTS, AND HUMANITIES

THE HONORABLE ROBERT T. STAFFORD, CHAIRMAN

Vocational Education Research

October 18, 1983

THE UNIVERSITY OF TENNESSEE
Knoxville, Tennessee

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CHAIRMAN STAFFORD AND MEMBERS OF THE UNITED STATES SENATE, SUBCOMMITTEE ON
EDUCATION, ARTS, AND HUMANITIES:

I. INTRODUCTION

I am Dr. Marla Peterson, Dean for Research, The University of Tennessee, Knoxville. I am here at your request to answer questions about vocational education research in general and, in particular, circumstances surrounding the awarding of a contract in response to United States Department of Education Request for Proposal 82-028, National Center for Research in Vocational Education.

Before I discuss the events that happened during the procurement, there are several comments I wish to make:

1. The University of Tennessee bid on the National Center for Research in Vocational Education out of an interest in providing excellent research and this continues to be our motivating interest;
2. At no time while the procurement was in progress did we know any facts about how the procurement was being conducted other than the fact that a site visit team came to the campus; otherwise, we did not know when reviews took place, who served on the review panels, ratings given by reviewers, etc. until after the award was made, at which time The University of Tennessee acquired procurement information under provisions of the Freedom of Information Act;
3. At no time did we try to influence the procurement outcome through political action other than to request that a fair

- review take place; throughout the procurement we stood behind the content of the written proposal that we submitted; and
4. In no way do we want the circumstances surrounding the procurement to negatively affect Committee deliberations on the importance and necessity of research in proposed vocational education legislation; rather, we would hope that this committee would take corrective steps to include provisions in the new legislation which would increase the funding level for vocational education research and which would prevent any one research institution from exerting undue influence on vocational education research in this nation.

As Dean for Research at one of the major research universities in the nation, I work with all colleges and units of the university--including the Colleges of Architecture, Business Administration, Communication, Education, Engineering, Home Economics, Law, Liberal Arts, Nursing, the Graduate Schools of Biomedical Science, Library and Information Science, Planning, and Social Work, and the several interdisciplinary research centers on the campus. In the past two years approximately 1,500 research proposals have come to my office for approval for submission to various Federal, state, corporate, and other private entities; these proposals result each year in approximately \$30,000,000 worth of research and development awards. Clearly, I represent a university that is accustomed to competitive procurements of all types and sizes.

I administer basic research in the physical and biological sciences as well as applied research in engineering and social science fields. I am at a university that is located just twenty miles from one of the largest research centers in the United States, the Oak Ridge National Laboratory. Over 300

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University of Tennessee researchers work with 2,100 research staff members at the Laboratory on advanced research in areas such as robotics, laser technology, artificial intelligence, high energy physics, and biotechnology. The University of Tennessee has more faculty and students associated with a multi-purpose Department of Energy Federal Laboratory than any other university in the nation with the exception of the University of California. We conduct more research and development activities for the Department of Energy's Federal Laboratories than any other non-managing contractor university in the nation.

Further, The University of Tennessee is one of the leading teacher education and vocational education institutions in the United States. The College of Education at The University of Tennessee is the eighth largest producer of teachers in the country. From January 1, 1981 through August 31, 1982, we conducted vocational education research and development efforts which were funded at approximately \$2,000,000.

I give you this background and these statistics because they are relevant to the topic that I am here to address--the topic of vocational education research. Now let me discuss the proposal we submitted in response to the Department of Education's RFP 82-028.

When we began preparing the proposal for the National Center for Research in Vocational Education procurement we decided that it was important to the nation's goals to link the high technology research and development which is occurring in the nation's scientific laboratories with the nation's educational laboratories and centers. We also recognized the fact that vocational education could make a significant contribution to the nation's economic development if information was supplied on the types of skills that are needed when

changes in technology occur. Therefore, The University of Tennessee's proposal was focused on high technology as it relates to the nation's economic development.

The links between the scientific laboratory, the engineer's computer screen, and the nation's secondary and postsecondary schools were what we wished to investigate and to strengthen. We believe that the proposal submitted by The University of Tennessee would have moved the country toward the notion that there is an important relationship among science, technology, and vocational education. Good science and good basic research lead to good technology. Good technology needs to be supported by good education and training. Had the National Center for Research in Vocational Education come to Tennessee we believe that the nation would have profited from a National Center with the capacity to examine the "technical" aspect of vocational and technical education as well as the "vocational" portion. The skills in mathematics, physics, and chemistry, as well as vocational skills required to perform in a high technology environment would have been examined. We still believe this to be a valid basis for research and will continue to pursue it.

I think it is important to go into slightly greater detail about The University of Tennessee proposal--the proposal which was not selected for the award even though it was rated higher by a Federal Technical Review panel on two separate occasions, was \$1,200,000 lower in cost for Year 1 and was estimated to be approximately \$7,000,000 lower in cost for the five-year duration of the contract. I do not wish to include all the details of the procurement here--the Chronology of Events is contained in Appendix A. However, I will mention that The University of Tennessee was surprised to witness a Federal procurement process in which:

- o The incumbent bidder somehow learned or perceived that their proposal received the lower rating from a Federal Technical Review Panel;
- o Political action was then instituted on behalf of the incumbent bidder;
- o Review procedures were altered (after proposals were submitted and after a seven-member Federal Technical Review Panel had evaluated the two proposals) to include a Site Visit Team of four persons, none of whom served on the Federal Technical Review Panel;
- o A Site Visit Team visited both sites, reviewed the two proposals, and were asked to comment on but neither rate nor rank the two proposals;
- o 181 days after issuance of the Request for Proposal (RFP) and 116 days after closing date for receipt of proposal the RFP was amended by the United States Department of Education;
- o Best and final offers were submitted and the Federal Technical Review Panel voted 5-1 to award the contract to The University of Tennessee;
- o The Assistant Secretary for Vocational and Adult Education made the decision to award the contract to the incumbent--the bidder that had the lower rated proposal and was approximately \$7,000,000 higher in cost if all options to renew the contract are exercised by the Department of Education; and
- o After the award was made an anonymous mailing was sent in a franked United States Department of Education envelope to the President of The University of Tennessee detailing anomalous procedures within the Department during the procurement.

Allow me to explain why The University of Tennessee was in the position to propose and deliver a superior concept for a National Center for Research in vocational education that would deal with high technology and economic development. Because we had established exceedingly good working relationships with Oak Ridge National Laboratory, one of the largest scientific laboratories in the United States, and the Tennessee Valley Authority, a leader in economic development, we possessed a very unique capability, probably unmatched, to conduct significant vocational education research on high technology skill areas and their relationship to the nation's economic development.

We elected to present a focused proposal. We did so in the belief that a research center cannot be all things to all people. We concluded after carefully reviewing the needs of the vocational education community that it was necessary to focus on technological update. We elected not to focus on topics that have been dealt with in the past. Rather, we emphasized the changing nature of technology--with a particular emphasis on high technology.

Among the projects we proposed was an effort to devise a computer program that would enable us to store the tasks and skills that are required to work in high technology occupational areas--including physics, chemistry, mathematics, communications, vocational education, and other skills. We proposed a computerized system that would enable us to analyze the commonalities of skills required across occupations. We proposed to develop a system that would involve many schools and community colleges across the nation in analyzing the skill contents of high technology occupational areas.

We proposed the development of papers dealing with the salient and important aspects of high technology and economic development. This included several papers that had as their focus policy issues associated with movement toward a high technology society--papers with titles such as, "High Technology and the Economically Disadvantaged." We proposed a paper on "Language Arts and High Technology" which was to examine advances in computer and word processing software. Some of this software incorporates 80,000 word dictionaries that will correct spelling errors and thesauri that will aid writers, clerical workers, and information specialists. We wanted to examine the relationship of this new technology to the teaching of business communications, technical communications, and English. In fact, a team of University of Tennessee administrators visited the Thomas J. Watson Research Center and observed IBM researchers developing a new computer program that will eventually correct

syntax and trite expressions in business letters and correspondence. We proposed to examine what technological advances like these will mean for the teaching of communications skills.

The visit to the Thomas J. Watson Research Center illustrates that administrators at the highest level of the University were fully prepared to lend support for creating a conceptually new type of National Center for Research in Vocational Education. The University of Tennessee was prepared to present new space for housing the staff of the National Center. In addition, through the fine private sector support we have at the University, we were prepared to equip the National Center with the latest advances in office and communications technology. Had the National Center come to Tennessee we would have linked it electronically to schools and community colleges throughout the United States.

I will not describe all the work that was proposed. However, there are two additional areas that need to be mentioned. We proposed an innovative study to look at moving work to people rather than people to work. We believed it was time to experiment with and document the positive and negative aspects of moving office work to the home. I emphasize the word, "document," because although other experiments with the electronic cottage have been tried, they have not been well documented. We proposed, with the aid of office equipment manufacturers, to place computer terminals and word processors in homes and research, document, and analyze the results. Such a concept has significant implications relative to dislocation of workers and for those who might prefer to work in their home. It is technologically possible to develop home entrepreneurs. However, research related to social, legal, employee benefits, and other issues needs to be conducted. We proposed to conduct such research.

The other proposed effort I will mention is the nationwide assessment of vocational teacher education programs. We believe that outstanding research talent resides in more than one institution; we wished to involve five major research universities in conducting research to determine what is happening to vocational teacher education programs. Included in our proposal was a nationwide conference to call together Deans of Colleges of Education, Provosts and Vice Presidents for Academic Affairs, and heads of Vocational Education Teacher Education Departments to discuss the status of vocational teacher education programs.

I chose to use the word "status" in the preceding sentence because declining resources for colleges and universities make it very easy to target vocational education teacher education programs for reduction or elimination. Vocational teacher education suffers from image problems within colleges and universities. We wanted to find out, "Why?"

When we were told we were not going to receive the contract for the National Center for Research in Vocational Education, the Assistant Secretary handed us a letter which said, "Many features of your proposal were considered to be so outstanding that it has been decided to offer to contract with The University of Tennessee. . . We have estimated these items. . . total \$817,973." Portions of the work that we had proposed relative to the computerized data base of high technology skills, nine papers on high technology, and the experiment to move work to people in their homes were included in the \$817,973 award. We began this program of high technology education research on July 1, 1983. A group of technical advisors drawn from schools, universities, and the private sector are making significant input into the research questions we are addressing. Corporations such as American Telephone and Telegraph, Exxon, McGraw Hill Book Company, and IBM are contributing staff time and resources to assist us.

II. ANALYSIS

In 1977, under the provisions of P.L. 94-482 which created a National Center for Research in Vocational Education, a procurement was held similar to the one which took place in 1982. In 1977 there was only one bidder. In 1982 there were two bidders. Why has this been the case? It is not because other universities and entities do not have the research capacity. A variety of circumstances have contributed to the creation of a situation in which strong research universities simply recognize their efforts will not be given proper consideration. This should become clear as the reader reviews the chronology of events (See Appendix A) that took place during the procurement.

But the chronology of the procurement should not obscure the fact that we believe some changes need to be made in the research section of future Federal vocational education legislation. The five concepts I will now discuss form the basis for seven recommendations that should be incorporated in new legislation.

THE UNITED STATES DEPARTMENT OF EDUCATION HAS CHOSEN TO USE PROCUREMENT PROCEDURES THAT HAVE THE EFFECT OF A SOLE SOURCE PROCUREMENT; CONGRESS NEVER INTENDED FOR THIS TO HAPPEN. What happened to The University of Tennessee would probably have happened to any strong bidder. The interplay among top staff at the current National Center for Research in Vocational Education (NCRVE), the Office of Vocational and Adult Education (OVAE), and the American Vocational Association (AVA) precluded The University of Tennessee from receiving the award.

Through direct political action of the American Vocational Association, the impression was created throughout the United States that an unfair

procurement was taking place. In very carefully chosen words, the Executive Director of the American Vocational Association sent a letter on October 15, 1982, to every state director of vocational education in this nation which said and from which I quote,

I regret to have to alert you to the fact that negative evidence continues to mount concerning the National Center procurement. The process being used to select and fund the Center is not one based on merit and objective review; rather, it is being carefully staged in a manner that would result in the removal of the one national instrument which has become extremely effective in policy studies and events linking vocational education to its potential in national issues. Top people in the department were relaying this information to me as early in the process as six months ago. (See Appendix B for full text of letter.)

The wording in the letter was, of course, subject to varying interpretations across the country. Some vocational educators interpreted the letter to mean that the United States Department of Education was "staging" the procurement; others believed that Tennessee congressional personnel were trying to influence the procurement outcome. I have no information that would support or reject the first interpretation. Perhaps the American Vocational Association has such information. However, there are no facts to support the second interpretation because it did not happen. The letter, however, created a situation which made it look like the incumbent was not instituting political activity but that others were doing so.

When it was called to our attention that such a letter had been sent throughout the country, I telephoned Dr. Eugene Bottoms, Executive Director of the American Vocational Association, and told him that if he had any questions about our proposal, he should feel free to call me at any time. I never heard from him. I specifically made the call because unless the United States Department of Education had shared the contents of the proposals or comments of the Federal Technical Review Panel, Dr. Bottoms had

no way of knowing which bidder had submitted the superior proposal. Thus, it appears that support was provided on behalf of the incumbent by a major professional association when the two proposals had not been read or reviewed by the Association.

The close working relationship among the three entities cited earlier (AVA, OVAE, and NCRVE) coupled with the fact that review procedures kept changing throughout the procurement simply add up to the net effect of a sole source procurement.

UNDER NO CIRCUMSTANCES SHOULD CONGRESS ALLOW VOCATIONAL EDUCATION RESEARCH CENTERS OF ANY TYPE TO BE FUNDED WITHOUT COMPETITIVE AND CAREFULLY MONITORED PROCUREMENTS. In responding to a survey conducted by the Ad Hoc Committee on Government-University Relationships in Support of Science, a committee of the National Academy of Sciences, the National Academy of Engineering, and the Institute of Medicine, Irwin Fridovich, James B. Duke Professor of Biochemistry, Duke University Medical Center said, and I quote,

We cannot have both the fairness and the stimulus of free competition for available funds and the comforts of stability, continuity, and predictability of funding. We could go to more five-year grants and fewer three-year grants, but any more drastic changes would be counter-productive. Over the long haul a given scientist may grow stale. It would be a mistake to provide some kind of tenured funding for research.¹

It would also be a mistake to provide tenured funding of educational research centers. Good research centers that are conducting quality research should have little difficulty in obtaining funding under the competitive procurement process. It is well known among university research administrators that if incumbents have been doing a good job, they have the competitive advantage

¹Strengthening the Government-University Partnership in Science Washington, D.C.: National Academy Press, 1983, p. 149

We cannot afford to create circumstances that could permit research centers to become stale. The very fact that a competitive procurement occurs should serve to sharpen the research that is conducted.

THE FUNDING OF ONE NATIONAL CENTER FOR VOCATIONAL EDUCATION RESEARCH WITHOUT PROVISION FOR ADDITIONAL STRONG CENTERS DOES NOT ADD TO THE RESEARCH CAPACITY OF THE NATION AS A WHOLE. I believe Congress recognized this in the 1976 Amendments of P.L. 94-482, Vocational Education Act, Subpart 2, Sec. 171, (2) which included the following provision:

... support of a national center for research in vocational education, chosen once every five years, which center shall be a nonprofit agency, shall be assisted by an advisory committee appointed by the Commissioner, shall have such locations, including contracts with one or more regional research centers as shall be determined by the Commissioner after consultation with the national center and its advisory committee taking into consideration the vocational education resources available, geographic area to be served by research activities.

In calling for the creation of regional centers, the above language indicates that Congress intended that more than one institution should be involved in conducting vocational education research on problems of national significance. This part of the law has never been implemented. The National Center at Ohio State has opposed the creation of regional centers. It is interesting to note that the recent Request for Proposal for the National Center procurement contained the following statement: PROPOSALS SHALL NOT DISCUSS THE REGIONAL CENTERS.

Later, I will suggest that the general notion of a limited number of centers is a good one. However, from a research administrator's point of view, good research knows no geographic bounds. Good research occurs where good ideas and good minds reside. I will suggest, instead, that Congress consider funding focused research centers that would complement, but not report to,

a national center. All centers, including the national center, should be competitively procured. Consideration should be given to not renewing options on the current national center contract so that the new multiple center configuration could occur.

Many fields and Federal agencies such as DOE, NASA, and NIH have recognized the fact that multiple centers and laboratories are a much better approach to capacitating the nation as a whole. Future researchers and leaders are prepared in research and development centers. Concentrating the scarce federal research dollars at one site does not contribute the way it should toward producing diversity among the next generation of vocational education researchers and leaders. Further, national problems can be and should be addressed at multiple sites across the nation.

A CRITICAL MASS IN TERMS OF PEOPLE AND RESOURCES IS NEEDED TO CONDUCT EFFECTIVE RESEARCH. The argument of "critical mass" has often been used to justify the need for one national center in light of the dollars available to fund vocational education research on problems of national significance. However, the level of critical mass is highly debatable. In the field of vocational education it is simply not necessary to fund a center at \$5,000,000 per year in order for significant research to be accomplished. I assure you that the Transportation Center and the Energy, Environment and Resources Center at the University of Tennessee are conducting quality research for far less than \$5,000,000 per year. It is better for Congress to consider doubling the amount of money available for funding vocational education research and at the same time at least quadrupling the number of centers. In other words, I will suggest shortly that four to six vocational and technical education research centers be funded across the country.

ALL THE VOCATIONAL EDUCATION RESEARCH TALENT IS NOT CONCENTRATED IN ONE LOCATION IN THE UNITED STATES. A competitive procurement process for multiple centers will uncover good vocational education research talent that is badly needed--particularly, in the policy studies and technology update areas. Research personnel with backgrounds in robotics, laser technology, biotechnology, materials, office systems technology, etc. are needed.

When I began this presentation I emphasized that we do not believe that the unusual circumstances surrounding the procurement for the National Center for Research in Vocational Education should have a negative impact on Federal funding of vocational education research. Rather, we should use the procurement experience to include better language and allot appropriate research funding in new vocational education legislation. The language in the current legislation may have helped create the situation which occurred. It is time for new approaches to be tried.

III. RECOMMENDATIONS

I would like to turn now to recommendations that I believe will contribute to the improvement of research on problems of national significance in vocational education. These recommendations fall into two categories: (1) recommendations relative to funding of vocational education research centers and (2) recommendations for improving the procurement process.

RECOMMENDATIONS FOR FUNDING VOCATIONAL EDUCATION RESEARCH FOR THE PURPOSE OF STUDYING PROBLEMS OF NATIONAL SIGNIFICANCE

Vocational education legislation should provide for:

1. Four to six research centers, each funded at \$2,000,000 per year and a national center;

2. The United States Department of Education should exercise its authority under the "options to renew" clause of the current national center contract and recompete the national center procurement at the same time that procurements for focused centers would take place;
3. All centers should be competitively procured every five years; the awards should be in the form of grants;
4. The centers should be university based so the centers can serve the dual purpose of conducting research and preparing the next generation of vocational education researchers and leaders;
5. The centers should each have a specific focus with the following foci presented for consideration: (a) Policy Studies Center for Vocational and Technical Education, (b) Research in High Technology Education Center, (c) Center for Research on Vocational and Technical Education Special Populations, (d) Center for Vocational and Technical Education Information, (e) Center for Research on Adult and Postsecondary Vocational and Technical Education, and (f) Center for Research on Vocational Education and the Private Sector;
6. All centers should report to the United States Department of Education with the Department convening representatives from each center on a quarterly basis for coordination purposes; and
7. Not more than one center should be located in any one university. See Appendix D for examples of research questions that need to be addressed.

RECOMMENDATIONS RELATIVE TO THE PROCUREMENT PROCESS

1. The quality of the ideas presented should be given the heaviest weight in the proposal evaluation process;
2. The Assistance Management and Procurement office in the United States Department of Education should require the Office of Vocational and Adult Education to submit the proposal review process plan at the same time that the Request for Proposal is submitted for approval. Once approved, the plan should be adhered to throughout the procurement process and should not be altered; and
3. In cases where a Federal official awards a contract in excess of \$1,000,000 to a bidder whose proposed costs are higher and whose technical review ratings are lower than another offeror there should be (1) a thorough review within the Secretary's Office of the official's justification in terms of its accuracy and (2) the Secretary of Education should convene an inter-agency panel of not less than three members to examine the justification and recommend to the Secretary acceptance or non-acceptance of the decision and the justification.

IV. SUMMARY

The American university must remain a place where research can be conducted in a free and unbiased manner. It must also be able to compete for research awards in an atmosphere where awards are made to those with the best ideas. We must get about the business of conducting quality research on critical vocational education questions. (See Appendix D for examples of research questions that need to be addressed.)

Joe Mills, President of the American Vocational Association and President of the National Association of State Directors of Vocational Education, in an April 22, 1983 letter (after the contract has been awarded) which was addressed to the Director of the National Center for Research in Vocational Education and which was sent to all state directors of vocational education and Department of Education officials said,

It concerns me that there is no formal vehicle for providing states the opportunity to assist in National problem identification and subsequent planning for solution to these problems. Our lack of involvement obviously results in the production of products that are marginally useful. I would be extremely pleased to explore with you some avenues for making NCRVE efforts more responsive to states' common needs, an increasingly critical concern as we are all faced with decreasing resources. (See Appendix E for full text of letter.)

Mr. Mills' letter indicates vocational educators feel a lack of involvement in vocational education research conducted at the National Center and this lack of involvement contributes to marginally useful products. Decentralization of research efforts throughout the country would result in the involvement of more researchers. Competition among centers in a decentralized configuration along with good management of this program by the Office of Vocational and Adult Education, United States Department of Education may help create more useful products.

Vocational education and the Federal procurement process both lost a great deal of dignity this past year. I have suggested some ways to restore dignity to an educational field which so richly deserves it. It remains to be seen whether Federal vocation education legislation can be written to help make this happen and whether the profession itself can accept this challenge

APPENDIX A

CHRONOLOGY OF EVENTS
 UNITED STATES DEPARTMENT OF EDUCATION PROCUREMENT 82-028
 NATIONAL CENTER FOR RESEARCH IN VOCATIONAL EDUCATION

- May 26, 1982 RFP issued.
- July 29, 1982 The University of Tennessee submits proposal.
- August 2-6, 1982 Seven-member Federal Technical Review Panel reviews both proposals. Panel members give following average ratings:
 University of Tennessee (UT) - 82.9
 Ohio State University (OSU) - 76.6
 Six members rate the UT proposal as acceptable and one rates it unacceptable but capable of being made acceptable; four panel members rate the OSU proposal as acceptable and three rate it as unacceptable but capable of being made acceptable.
- October 1, 1982 Letter writing begins on behalf of OSU by Congresspersons, Executive Director of American Vocational Association and others. UT does not know if the ratings of the Federal Technical Review Panel leaked out; at any rate UT was totally unaware of how the proposals were rated. UT did not initiate any letter writing or other political activity because it was inappropriate to do so while a procurement was taking place.
- October 18 & 19, 1982 Four-member Contract Officer's Advisory Panel (also known as the Site Visit Team) visits OSU and UT. One of the four members was Chairperson of OSU's National Advisory Committee. ***It is very important to note that this team was asked to neither rank nor rate either site. They were merely to comment.***
- November 2 & 3, 1982 Contract Officer's Advisory Panel called to Washington to review both proposals. ***Again, they did not rank nor rate the proposals. They were asked to point out strengths and weaknesses of both proposals.***
- November 19, 1982 Responses to questions on the technical and cost proposals submitted to Department of Education by UT & OSU.

November 24, 1982 181 days after RFP was issued and three working days prior to face-to-face negotiations in Washington, D.C., the original RFP was modified to include levels of work.

December 2 & 3, 1982 Two days of face-to-face negotiations (UT staff were tape recorded the entire time by Department of Education officials) take place in Washington, DC. UT sends ten (10) staff for these negotiations.

December 10, 1982 Best and final technical and cost proposals submitted to Department of Education by UT and OSU.

December 13, 1982 Federal Technical Review Panel votes 5-1 (there was one dropout from the original 7) to award the contract to UT.

OSU Best and Final Offer: \$4.3 Million for Year 1

UT Best and Final Offer: \$3.1 Million for Year 1

January 13, 1983 UT staff were told at a meeting in Dr. Worthington's office that the award would be made to Ohio State.

January 17, 1983 Freedom of Information request sent to Department of Education.

January 20, 1983 UT files protest of award with GAO.

January 24, 1983 UT officials have oral debriefing in Dr. Worthington's office. Some documents requested under Freedom of Information Act provided to UT officials:

- Federal Technical Review Panel Comments (Aug. 2-6 review)
- Contract Officer's Advisory Panel Comments made during site visit (October 18 & 19)
- Contract Officer's Advisory Panel Comments on technical proposals (November 2 & 3)
- Federal Technical Review Panel Comments after Best and Final Offer were submitted (December 13)

Internal correspondence attempting to justify decision.

- January 27, 1983 Anonymous mailing in franked United States Department of Education envelope sent to President of University of Tennessee, Senator Howard Baker, and Washington, D.C. offices of Scripps-Howard News Service. The mailing included the following items:
- 3-page memo describing what went on in the Department of Education during the procurement
 - 35 pages of newspaper clippings related to Assistant Secretary Worthington
 - 5-10 pages of miscellaneous correspondence-- including an October 15, 1982 letter written on American Vocational Education stationery and signed by its Executive Director. (See Appendix B)
- February 2, 1983 UT withdraws GAO protest.
- February 2, 1983 Reporters start calling; front-page stories appear in Columbus, Ohio, and Knoxville, Tennessee, papers; broadcast media picks up story.
- February 7, 1983 Senator Baker's office calls for official GAO inquiry.
- February 8, 1983 UT submits proposal for \$957,512 for one year with 4 options to renew in response to letter from Mr. Jacob Maimone, Department of Education Contracts Officer, given to UT officials on January 13, 1983. Letter indicated that, "Many features of your proposal were considered to be so outstanding that it has been decided to offer to contract with The University of Tennessee. . . We have estimated these items. . . total \$817,973." (See full text of letter in Appendix C)
- March 2, 1983 Letter dated February 28, 1983, received from Mr. Maimone indicating that award would have to be for 18-months and \$817,973 maximum.
- March 7, 1983 UT addresses all questions in Mr. Maimone's letter of February 28, 1983, and submits an 18-month proposal for \$818,520.
- April 4, 1983 UT Dean for Research telephones Susan Long in Mr. Maimone's office to check on progress of proposal submission. Dean for Research was told, "You should hear from us in two weeks."

- April 15, 1983 UT Dean for Research telephones Susan Long in Mr. Maimone's office and was told, "You should be receiving 60-70 questions which will be sent on Wednesday, (April 20)." The award is, "Now being held because of PAVAC (Printing and Audio Visual Advisory Committee) and you should not expect an award for at least two months."
- April 26, 1983 Letter from Charles A. Blum, Contracting Officer contains 202 questions to be answered by UT before \$817,973 award can be made. This was in addition to approximately 450 questions that had previously been answered in writing and questions answered orally for two days by ten UT staff and which were tape recorded by Department of Education officials.
- May 5, 1983 Vice Chancellor for Research, UT, sends letter to Mr. Blum indicating, "It is our full intent to respond once again by answering all 202 questions and any other questions you may direct to us because we believe strongly that the work we have proposed needs to be done."
- June 12, 1983 UT receives unsigned contract from Department of Education for \$817,973 award for 18-month scope of work.
- June 17, 1983 UT returns signed contract to Department of Education.
- June 24, 1983 Department of Education returns signed and fully executed contract for \$817,973 for 18-month scope of work.
- July 1, 1983 Work on contract begins.
- September 1, 1983 Results of GAO inquiry sent to Senator Baker. Based on GAO findings Senator Baker sends letter to Secretary Bell stating that, "It is not my policy, nor has it ever been, to attempt to unduly influence the competitive bidding process of federal contracts. Indeed, it is that principle which causes my great concern about this contract. While there was no technical violation of procurement regulations, according to the General Accounting Office, it nevertheless remains that this contract was awarded, not to the lowest bidder, not to the bidder twice recommended by a duly established Technical Review Panel; instead, at the quite specific

direction of the Assistant Secretary for Vocational and Adult Education, the contract was awarded to a vendor whose best and final bid was \$1,263,344 more than the best and final proposal of the lower offeror.

I full well recognize that criteria other than cost must be considered in procurements of this nature. However, this instance appears to me to be so extraordinarily inappropriate that I have requested the U.S. Senate Committee on Labor and Human Resources Subcommittee on Education, Arts, and Humanities further examine this matter and I would appreciate your personal review."

October 18, 1983

UT Dean for Research appears before U.S. Senate Committee on Labor and Human Resources Subcommittee on Education, Arts, and Humanities to offer suggestions on how new vocational education legislation should be written so that situations such as procurement 82-028 can be avoided and to make recommendations for improving vocational education research.



October 15, 1952

Special Communique to State Directors

Dear Colleague:

I regret to have to alert you to the fact that negative evidence continues to mount concerning the National Center procurement. The process being used to select and fund the Center is not one based on merit and objective review; rather, it is being carefully staged in a manner that would result in the removal of the one national instrument which has become extremely effective in policy studies and events linking vocational education to its potential in national issues. Top people in the department were relaying this information to me as early in the process as six months ago.

The Secretary and Assistant Secretary Worthington have failed to establish an external review committee composed of folks from the field -- charged with the responsibility of (1) closely analyzing the complete proposals against the RFP (including site visits), and; (2) submitting their findings in writing to the Secretary. This failure to appoint and charge a panel is further evidence to me that they may, indeed, have something to hide and that they are not willing to allow a fair, hard-nosed evaluation of the two proposals submitted.

From the information we have gathered thus far, an on-site team has been limited to one day at each institution, and they have not been allowed to review full copies of the proposals or the RFP.

Our concern is that, with a contract of this magnitude and importance to vocational education, an equitable and proper assessment of the two proposals must be completed by a panel representative of the field -- representatives who know the needs and potential of vocational education and the role and potential of the National Center.

Enclosed are copies of three letters sent to Secretary Bell; one from me, following several phone conversations; one from Chairman Carl Perkins, supporting our view; and one from Representative Bill Goodling, which is going out today.

This is a matter of critical importance to all of us. I urge you to contact your Congressional representatives immediately -- and ask them to contact Secretary Bell and Ed Heese at the White House. Request that a full and proper review process be conducted.

Please keep me posted on your efforts and their outcomes. We all have a lot at stake here. Thank you.

Sincerely,

Carl Perkins
Executive Director

APPENDIX C


 UNITED STATES DEPARTMENT OF EDUCATION
 WASHINGTON, DC 20202

10 JAN 1983

Our Reference: RFP 82-025
 National Center for Research in Vocational Education

Dr. Marla Peterson, Dean for Research
 University of Tennessee
 404 Andy Holt Tower
 Knoxville, Tennessee 37996

Dear Dr. Peterson:

I would like to thank you for your cooperation throughout the many stages leading to award of the above referenced RFP. Above all, I would like to commend you and your staff for the professional manner in which you conducted yourself at all times during the procurement process.

Competition for the Center contract was intense and the length and meticulous attentiveness devoted to the selection process is a tribute to the offers in the competitive range.

I regret to inform you that your offer was not selected for award. Many features of your proposal were considered to be so outstanding, however, that it has been decided to offer to contract with the University of Tennessee, under your guidance, for these elements. This procurement is authorized by Article 10 (c) of Standard Form 33-A.

I would like, therefore, to request a technical and cost proposal due February 14, 1983, for the following projects. This proposal should include objectives, procedures, and deliverables for all individual projects.

1. "At Home in the Office"
2. State of the Art Papers
3. Contask Data Base
 - A. Computer Program & Data Analysis Format
 - B. Practitioners Handbook
4. "Company's Coming"

We have estimated, based on your Best and Final cost proposal, that these items total \$817,972. I realize that this is only an estimate and subject to change, given these new conditions. I would like to request, where possible, that you retain the staff originally proposed in your submission to RFP 82-025. If you decide to accept this offer, please deliver the proposal to RFP 82-025, Room 1012, 7th & D Streets, S.W., Washington, DC 20202. Attention: Susan Lent.

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Page 2 - Dr. Carla Peterson

I sincerely hope that you will accept this offer and that you will also accept my thanks, on behalf of the U.S. Department of Education, for the opportunity of considering your proposal.

Sincerely yours,

Jacob J. Malone
Jacob J. Malone
Contracting Officer
Assistance Management &
Procurement Services

APPENDIX D

EXAMPLES OF
QUESTIONS THAT NEED TO BE ADDRESSED
BY VOCATIONAL EDUCATION RESEARCH

by
Dr. Marla Peterson
Dean for Research
University of Tennessee, Knoxville

Policy Questions

1. Will the mood of America call for a return to the comprehensive high school? What does this mean for vocational education in the secondary schools? Further, what implications does this have for postsecondary vocational education in Federal vocational education legislation? What would this mean for conversion or updating of existing facilities and equipment?
2. In light of changing demographics should federal vocational education legislation be more heavily focused on adult populations?
3. Would the image of this critical area of human resource development, vocational education, be improved if it was thought of conceptually to be a part of science and technology policy for this nation? Can this type of new conceptualization come from within the field of vocational education? Or must the notion be shaped by others? How can the United States tie human resource development research to scientific research?
4. Is Congress satisfied that questions 1-3 are being addressed by current vocational education research? What are the tradeoffs and cost/benefits for various scenarios on how research problems of national significance should be funded, administered, and conducted? Would multiple research centers assist in or detract from improving the quality of vocational education research?

Research and Development Questions

1. How can systems be developed to monitor private sector and university research developments related to the devising of new technologies and processes? How can information systems be built to link these developments to the nation's schools? To the nation's text book publishing companies? To curriculum developers?
2. What types of computer software formats can best be used to teach technical skills? How can basic educational psychology principles related to the teaching of manipulative skills be used to improve software formats? What types of software formats work best for teaching manipulative skills?

3. What portion of the secondary school day should be devoted to teaching vocational skills? Would short-term, intensive programs be a better use of a secondary school student's time? How much time is really needed to teach varying tasks to students of varying abilities?
4. As states develop Better Schools, Master Teacher, etc. programs, what are the technical skill competencies as well as the pedagogical skill competencies that should be required of teachers? How can the updating of vocational education teachers be incorporated into these programs?
5. What is happening to vocational education programs in colleges and universities? Are departments being eliminated? Decreased in size? Serving more students? Fewer students? How can expensive equipment in community colleges and other two-year institutions be used to prepare teachers through cooperative agreements with universities?
6. Are higher order technical skills really required in high technology areas? Will a great number of jobs related to high technology require little skill training? What are the skills needed for these jobs? However, will some jobs related to high technology call for more mathematics and science background?
7. What is the comparable worth of certain skilled and semi-skilled jobs? Should a word processor operator who operates a machine that is programmed to correct spelling errors, hyphenate words correctly, etc. be paid more than a receptionist who has to screen calls and visitors?

APPENDIX E



RALPH B. HUBBARD
COMMISSIONER

STATE OF FLORIDA
DEPARTMENT OF EDUCATION
TALLAHASSEE 32304

John D. McKinley
Deputy Commissioner
Division of Evaluation

April 22, 1983

Dr. Robert G. Taylor
Executive Director
The National Center for Research
in Vocational Education
1960 Kenny Road
Columbus, Ohio 43210

Dear Dr. Taylor:

I received your letter of March-14, 1983, wherein you requested support from our state for your "Impact evaluation system." As has been our policy with prior efforts of this sort, Florida will participate by providing you information relative to the number of R & D products distributed in fiscal years 1981 and 1982. I feel that some comments are in order relative to the extent to which such a "system" will be able to strengthen coordination of program improvement activities.

Larry Selland, in his paper on program improvement which was distributed at the 1982 Dissemination and Utilization Conference and which has been refined further at subsequent State Directors meetings, referred to the need for evaluation of program improvement efforts. Impact evaluation, as referred to in your letter, was not mentioned; rather the program improvement evaluation outline in Mr. Selland's paper included a suggested examination of concerted efforts, assessment of NRCVTE activity, and a study of effectiveness and efficiency of program improvement projects.

I am concerned that looking at information on the number of products distributed from projects in 1981 and 1982 will not contribute to strengthening coordination of program improvement activities. Perhaps more valuable than number of products would be (1) how the need for product/project was determined, (2) how the products were distributed, (3) if staff development was provided, (4) and whether follow-up was done to determine usefulness of products. It would also be beneficial to determine the extent to which products and results of products were evaluated, level of staff development, and validated procedures. Many of these activities were suggested in Mr. Selland's paper.

As the National Association of State Directors of Vocational Education has been further developed its position relative to program improvement, I hope we can feel free to communicate our concerns to you for their participation in the National Center's efforts. We would like to see some progress with regard to you in preparing a more appropriate system for evaluation of program improvement activities in states.

Dr. Robert E. Taylor
Page 2
April 22, 1993

It concerns me that there is no formal vehicle for providing states the opportunity to assist in National problem identification and subsequent planning for solutions to those problems. Our lack of involvement obviously results in the production of products that are marginally useful. I would be extremely pleased to explore with you some avenues for making NCRVE efforts more responsive to State, common needs, an increasingly critical concern as we are all faced with decreasing resources.

Please feel free to call upon me if I can be of additional assistance in this area.

Sincerely,


J. D. Mills, Director

cc: State Directors
Glen Boerrigter, OVAE
Mary Lovell, NCRVE Contract Officer

Senator STAFFORD. Thank you very much, Dr. Peterson.
Next we will be pleased to hear from Dr. Robert Taylor, who is the Director of the National Center for Research in Vocational Education, Ohio State.

Dr. TAYLOR. Thank you, Chairman Stafford.

We appreciate this opportunity to update you on vocational education program improvement, and to report on our stewardship of public funds.

I will be addressing activities under programs of national significance, which include the National Center for Research in Vocational Education, and their relationship to State program improvement efforts. I would remind the committee there is some \$104 million of vocational education funds flowing to the States for program improvement as well. Finally, I do include in my written statement some perspective on the procurement and recommendations for re-authorization.

The key point that I hope to convey is that nationwide vocational education R&D activities are making a difference in program quality, relevance and equity, and that we have in place as a result of Federal support a nationwide program improvement capacity that is increasingly becoming responsive to both national priorities and local needs. The Federal investment serves as a unique catalyst for improving and strengthening programs and impacts not only on the Federal program investments but also on the State, and local dollars that overmatch. Further, my comments and written testimony reference only selected work completed or underway as a result of the National Center contract and do not account for other significant work completed or underway with the organization funded through other sources and sponsoring agencies.

The National Center is funded under programs of national significance and conducts the six functions as specified by the legislation. In my written testimony, I have highlighted some of our activities and accomplishments. For example, I point out our work to improve the quality of teaching and cite the impact of our performance based on teacher education series. These self-directed modules

impact not only on the development of fundamental teaching skills, but they also focus on improving the ability of vocational teachers to be more effective in working with special populations and teaching basic skills.

These materials and the comparable materials for administrator training are being used in some 400 colleges and by 375 business and industry training programs as well as other employment and training systems.

We have also focused attention on the technological update of teachers, conducted a number of projects focusing on special populations, including placement and followthrough systems as well as improved data systems.

In the area of planning and policy, we have established a national longitudinal survey in cooperation with the Department of Labor and the Center for Human Resources Research at Ohio State, which provides the most powerful data base that is now available concerning the effects of participating in vocational education. We now know, based on actual student transcripts that some 78 percent of all students take at least one vocational education course, and 28 percent of those account for two-thirds of the credits, earned to the end that wages are improved, unemployment is reduced, school retention is increased and the potential for self-employment is substantially enhanced when associated with concentration in vocational education programs.

Another dimension of our work is that of leadership training. Our training programs focus on the use and application of research and development, while at the same time they serve as a needs sensing device.

Since 1978 we have conducted over 270 national workshops, held them in 45 different States, and served over 9,528 State and local leaders in vocational education.

A second element of our leadership program is our advanced study center for postdoctoral and midcareer professional study. Additionally, over the last several years, our graduate research program, which provides part-time employment for graduate students, has assisted over 450 young people to complete doctorates in 18 different departments and 7 different colleges and schools of the university.

I am pleased to mention that Dr. Peterson was one of those graduate research associates, who later served as a member of our staff, and was employed by the National Center until August 1981, some 9 months prior to the commencement of the National Center procurement process.

Under the National Center contract we have released some 619 reports, and over three-quarters of a million copies have been distributed in addition to reprint rights granted. We now have 39 States tied in to our computer-based, message-switching system, in addition to over 200 postsecondary institutions.

We are collecting and disseminating program improvement information, entrepreneurship information, and high tech information, and we are working to develop vocational education capacity for satellite communication.

In my testimony, I have a section dealing with the various accountability measures of the National Center, both self-imposed

and sponsor requested. I point out that we have had over 1,050 personal days of Federal audit and onsite review. Since the Secretary of Education appointed the National Advisory Council, we have met with them four times a year, for a total of 317 person days. We anticipate in the next few months and additional 166 days of reviews and audits. These include monthly site visits by the Department. These reviews have been positive. The question is, "What are reasonable levels of monitoring and accountability?"

In my testimony, I suggest several categories of research priorities. I point out that the essence of vocational education is teaching and learning, even though we frequently focus and package R&D priorities under such areas as economic development, high technology, and others. But the primary objective of our program which we must continue to concern ourselves with is teaching and learning relevant to individual needs and the labor market.

In this connection, I also point out immediate priorities that are appropriate for programs of national significance, and those that are needed to further increase the capacity and the responsiveness of the vocational education establishment and even some longer term research that begs inquiry and investigation, but which, because of funding, may not receive attention.

One of the most difficult problems that we have had in carrying out the intent of the Congress in the 1976 amendments has been that of translating the priorities of the authorizing committee into the appropriations process. There have been significant delays in funding, and we are not presently receiving the full 5-percent set-aside specified in the law for programs of national significance. The funding is currently at no more than a third of what the law directs be appropriated. We are working under severe funding handicaps, particularly when you consider that our charge has remained the same.

In regard to reauthorization, I recommend that the Congress continue the current provisions for programs of national significance. These include the National Center, research in vocational education, projects of national significance which currently provide funding for regional curriculum centers and the graduate fellowship program. Regional research centers or research institutes should also be considered for funding.

I trust that my full written testimony will be incorporated into the record.

I appreciate the opportunity to be here.

Senator STAFFORD. Thank you, Dr. Taylor.

The full statements of all panel members will be put in the record.

[The prepared statement of Dr. Taylor follows:]

STATEMENT BY

Dr. Robert E. Taylor
Executive Director
The National Center for Research
in Vocational Education,
The Ohio State University

Presented to

The United States Senate
Subcommittee on Education, Arts, and Humanities

October 18, 1983

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INTRODUCTION

Thank you, Chairman Stafford and members of this Subcommittee, for inviting me to update you on vocational education program improvement, and to report on our stewardship of public funds. We also appreciate your continued support of our efforts to advance the quality and responsiveness of vocational education programs throughout the nation. My name is Robert E. Taylor, and I am the executive director of the National Center for Research in Vocational Education at The Ohio State University in Columbus, Ohio.

In my testimony, I will be addressing our activities carried out under Programs of National Significance and their relationship to state program improvement efforts. More specifically, I will be concentrating on the activities of the National Center for Research in Vocational Education, as mandated by Congress in the 1976 Vocational Education Amendments. Additionally, as you have requested, I will share with you my perspectives on the procurement process for the National Center contract and my recommendations for reauthorization of future federal vocational education research efforts.

The key point that I hope to convey to you today is that nationwide vocational education R&D activities are making a difference in program quality, relevance, and equity, and that we have in place elements of a nationwide program improvement capacity that is responsive to both national priorities and local needs.

THE FEDERAL ROLE IN VOCATIONAL EDUCATION
AND PROGRAM IMPROVEMENT

Perhaps the first question we should address is the Federal role in vocational education and program improvement. It is my judgment that the rationale which necessitated and justified the initial categorical support for vocational education at the federal level is as sound and as critically important today as it has been at any point in United States history. The vocational education enterprise is a decentralized system that has repeatedly proven it can respond to both local needs and national priorities. It is a program that is not only accessible to most of our population and employers, but also embodies a high commitment to preparing and upgrading a skilled work force. Further, the need for a continuing Federal role in the area of program improvement has, in my judgment, substantially increased. The Federal investment serves as a unique catalyst for improving, strengthening, and expanding vocational education programs.

In reviewing the intent and structure of the current amendments, it seems obvious that reauthorization of state and national program improvement is essential for contributing to program quality, responding to key national priorities, contributing to local needs, building program and renewal capacity, and providing essential data and services for vocational education. Such an effort will help provide an increasingly effective and appropriate strategy for fulfilling a national leadership role and ensuring congressional intent.

The programs supported in these amendments (P.L. 94-482, part A, subpart 3 and part B, subpart 2) are designed to influence the quality and character of Federal program investments, and also to have an impact on the eight dollars provided by state and local districts to match each Federal dollar. State program improvement research dollars are targeted to six major areas (P.L. 94-482, part A, subpart 3):

1. Research
2. Exemplary and innovative programs
3. Curriculum development
4. Guidance and counseling
5. Inservice and preservice vocational education personnel training
6. Programs to overcome sex bias

National program improvement dollars are set aside for Programs of National Significance, which include--

1. The National Occupational Information Coordinating Committee
2. The National Center for Research in Vocational Education
3. Training and Development Programs for Vocational Education Personnel
4. Teacher Certification Programs
5. Discretionary projects deemed to be in the national significance category by the Secretary

Activities supported through these provisions provide a means for focusing federal, state, and local resources on such problems as

economic development, equity and access, improving linkages with business and industry, vocational education's role in national defense, and others. By providing essential research, development, training, policy and planning information, evaluation activities, and dissemination services that are relevant and useful to large numbers of states, these programs improve the cost-effectiveness of vocational education because they eliminate duplicate costs, accelerate program improvement, and provide valuable information both to policymakers and those responsible for the conduct of the vocational education enterprise. As state and local resources become constrained and everyone loses buying power, it is even more essential that we maintain a central mechanism for rapidly sharing the outcomes of state investments in research and development with the vocational education community.

THE ROLE AND FUNCTIONS OF THE NATIONAL CENTER FOR RESEARCH IN VOCATIONAL EDUCATION

The National Center is the most comprehensive program improvement effort mandated under Programs of National Significance in the Vocational Education Amendments of 1976. In 1976, the House (H.R. 94-1085) cited the provisions for a national center "as the second most significant improvement made in the legislation."

The role of the National Center is to address problems of national significance and to help build a nationwide program improvement capacity for ensuring quality, relevance, and equity

in programs of vocational education. The rationale for the National Center grows out of the recognition that there are nationally significant problems that require sustained and comprehensive inquiry. Additionally, this rationale recognizes the many benefits, including cost-effectiveness, of assembling a critical mass of resources, one of which is having available a full-time multidisciplinary staff. And finally, the rationale also requires of the National Center an organizational posture designed to optimize provision of the interdependent and complementary functions of research, development, training, evaluation, information for policy and planning, and dissemination and utilization services.

Through a competitive procurement process, the U.S. Department of Education designated the Center for Vocational Education at The Ohio State University to commence work on 15 January, 1978--fifteen months after the passage of the Vocational Education Amendments. The National Center, now in its sixth year of operation, fulfills its role by carrying out six functions that were specified in the legislation. These functions are as follows:

- A. Conduct applied research and development on problems of national significance in vocational education;
- B. Provide leadership development through an advanced study center and inservice education activities for state and local leaders in vocational education;
- C. Disseminate the results of the research and development projects funded by the Center;
- D. Develop and provide information to facilitate national planning and policy development in vocational education;

- E. (i) Act as a clearinghouse for information on contracts made by the states pursuant to section 131, section 132, and section 133, and on contracts made by the Commissioner pursuant to this section; and (ii) compile an annotated bibliography of research, exemplary and innovative program projects, and curriculum development projects assisted by funds made available under this Act since July 1, 1970;
- F. Work with states, local educational agencies, and other public agencies in developing methods of evaluating programs, including the follow-up studies of program completers and leavers required by section 112, so that these agencies can offer job training programs which are more closely related to the types of jobs available in their communities, regions, and states. (P.L. 94-482, part B, subpart 2)

MAJOR ACCOMPLISHMENTS OF THE NATIONAL CENTER

It is difficult, if not impossible, to characterize fully the major accomplishments of a comprehensive national research and development center that carries out six interdependent functions--functions that all call for interfacing with other elements of the scientific community, other employment and training systems, and the nationwide vocational education infrastructure. At the present time, we have under way a number of significant lines of inquiry that focus on key reauthorization issues and that are yielding relevant data, policy alternatives, and recommendations as the reauthorization process continues. These include such areas as the effects and patterns of participation in vocational education; improved planning and evaluation of programs; increased linkage with business, industry and labor; implementing and improving programs of high technology; and

...
serving the needs of the handicapped, women, displaced workers,
and others.

National Center Outreach

Since 1978, the National Center has developed and released to the public 619 reports on such topics as the role of vocational education in economic development and national defense; training for the use and transfer of high technology; strategies for increasing education's coordination with business, industry, and labor; educational equity; increased educational responsiveness to populations with special needs; and planning for and evaluation of vocational education programs in corrections. In addition, we have promoted the dissemination and use of numerous other exemplary research, development, and curriculum products funded through state program improvement projects under our leadership training and dissemination and utilization functions. During the last six years, the National Center has worked with vocational educators in every state in the nation and in many local communities to advance the quality of vocational education programs; to increase the responsiveness of these programs to the labor market; to improve programs for special populations; and in general, to build and improve the vocational education system's capacity for program improvement. The National Center's activities represent a fine balance between programs of research and supporting services. Staff members have provided a broad range of assistance to the public since 1978,

and we have numerous outreach mechanisms that I would like to review for you briefly. The following statistics refer to work carried out under the National Center contract only; work carried out under other sources of funding has not be included.

- o To improve the knowledge base and skills of vocational educators and trainers nationwide, we conducted 270 national conferences and workshops in forty-five states. They were attended by 9,528 state and local leaders from all states and territories and covered such significant issues as the role of vocational education in economic development, entrepreneurship, the transfer of technology into occupational training, techniques in policy formation and planning, serving special populations, the development of leadership skills, and the improved management of shrinking financial resources.
- o In conducting our R&D activities, the National Center has utilized 470 field sites in all the states, territories, and districts. Through these efforts, we have worked with 52,666 state and local leaders to seek their inputs into our vocational education R&D efforts and to ensure relevance of our work to their needs.
- o In the last four years, we received over 3,207 visitors from all states and territories and fifty-five foreign countries who came to consult with our staff, learn about National Center products and activities, and utilize our information resources.
- o In addition to these on-site visitors, we have answered over 64,281 requests for information and assistance (received by letter or telephone through our toll-free number) from a variety of individuals with varying roles and responsibilities located in a range of institutional settings. Located in both the public and private sector, these individuals have sought information about such national priorities as vocational education's role in economic development; exemplary programs for special populations; advanced evaluation methodologies; and ways to foster linkages between business, industry, and labor. Our materials and services that have been highly sought after include high-technology instructional materials and case studies of programs; materials for improving instructional delivery systems for teacher education; professional development workshops; and up-to-date curricula for occupational training.

Applied Research and Development

P.L. 94-482 provides for applied research and development in vocational education. The National Center has explored and utilized fundamental information from other research traditions and disciplines and applied the results and findings to the vocational education field. Our general strategy has been to work on interventions that allow the vocational education enterprise to be more responsive to special populations and more effective in planning and evaluating programs, and that ensure programs' sex fairness. More recently, we have concerned ourselves with problems related to vocational education's role in economic development.

Improving Teaching

One of the most singularly powerful approaches to improving vocational education is to improve the performance of vocational teachers. Toward this end, the National Center has prepared a set of one hundred performance-based teacher education (PBTE) modules designed to address the widely recognized need for improving the professional preparation of thousands of secondary and postsecondary vocational teachers.

Since the development of the first one hundred PBTE modules, several additional series of modules have been developed to address specific needs of vocational teachers. For example, a need for aid was noted among vocational teachers who must assist students in improving their basic skills. Six modules have been developed to prepare teachers to teach basic skills. Similarly,

although many states have turned to competency-based education, many teachers have had little, if any, training in how to use competency-based materials effectively. Six modules have been developed to assist teachers in installing and managing competency-based instructional programs. Still another module was developed to meet the expressed need of teachers to combat problems of student drug and alcohol abuse. Thirteen modules have been developed to assist teachers in serving students with special and/or exceptional needs. Additionally, the original series of one hundred modules has been revised to ensure that content and resources are current with the latest research developments.

In addition to the PHTE modules focusing on teacher training and skill upgrading, thirty performance-based modules have been developed for preparing local vocational education administrators, and forty-two modules have been prepared for career guidance personnel with support from other sponsors.

Since 1978, over 580,000 copies of the initial one hundred competency-based PHTE modules have been distributed through commercial publications to every state, five United States territories, eleven Canadian provinces, and thirty-two foreign countries. Approximately 1,675 different agencies have purchased modules, including 1,300 educational agencies; 375 businesses, industries, job corps programs, JTPA agencies, and other non-educational groups; and 140 international agencies. In addition, 685 individuals have purchased the modules. The primary purchasers have been 400 colleges, universities, and

postsecondary institutions. Materials purchased by these colleges and universities are being used for both preservice and inservice vocational teacher education programs.

An average of 30 teachers are enrolled yearly in each university PBTE program, while an average of 15 are enrolled in each postsecondary and secondary inservice program. From such information, we estimate that over 100,000 teachers have been trained with PBTE modules.

There is evidence that PBTE is having a long-term impact on improving the caliber of vocational education teachers, especially in the areas of instructional planning, reinforcement of student skills, individualizing instruction, and student performance evaluation. Data collected indicate that PBTE increases the teachers' ability to be self-evaluative and their confidence in themselves as teachers because this training has helped them realize their full potential. PBTE has also contributed directly to vocational education classrooms by--

- o increasing the use of competency-based teaching techniques;
- o improving equal access and opportunity for all students; and
- o improving the performance of local school administrators in evaluating teachers through use of criterion-referenced assessment forms developed for specific teacher competencies.

These contributions are responsive to needs expressed in the recent report Education for Tomorrow's Jobs, which covers new approaches required for preparing vocational instructors.

Our recent work in the area of teacher technological updating established that almost one-half of the postsecondary teachers and almost one-third of the secondary teachers in selected states had either a critical or substantial need for updating in the technology of their teaching area. Work is currently under way to identify and describe the essential characteristics of an effective strategy for technological update--a strategy that will minimize known barriers and maximize known facilitators to the efforts of the vocational education community to keep teachers abreast of the ever-changing technologies of the world of work. This research is based upon earlier National Center work that identified, described, and analyzed current approaches to teacher technological updating.

Equity and Access for Special Populations

We have identified at least thirty-five major categories of learner groups with special needs. One dominant strategy has been to concentrate on mainstream solutions. From a national perspective, it has not been deemed appropriate, nor have time and resources been available, to allow specific or individual research and development efforts relating to each of these special populations. Our approach, therefore, has been to focus on ways in which the entire system could be made more responsive to special populations. We have assessed the common needs among

all special learner groups in an attempt to ensure that vocational education serves a broader range of individuals in a more effective manner. A variety of products and programs has been developed to address the common needs identified.

- o Staff development opportunities and support materials for teachers and administrators of programs for special populations
 - Thirteen performance-based teacher education (PBT) modules provide instruction in skills required to accommodate a wide variety of students in classes. Such students may include physically handicapped, gifted and talented, educationally and economically disadvantaged, nontraditional students; students with limited English proficiency, and adults in need of retraining.
 - A set of seven guides is targeted to secondary and postsecondary teachers, administrators, and counselors to help them plan and execute comprehensive programs for special learners. The set provides comprehensive information about special populations, including attitudinal barriers, identification and assessment, intervention strategies, exemplary program description, and agency and organization resources.
 - Seven state workshops have been offered, with accompanying technical assistance, to assist states in upgrading teaching skills of special educators working in vocational education and of regular vocational teachers who have handicapped students in their classes.
 - An exemplary model was developed that provides steps for supporting handicapped students in their transition from school to work. The seven resulting guidebooks will enable the participants in school-community support teams to support handicapped students during their training, transition, and first year on the job.
 - A training program was designed for parent volunteers that will prepare them to participate in helping handicapped youths become employed.
 - An administrators' guide to providing equal opportunity in vocational education identifies and

categorizes major rules and regulations that affect vocational education. It provides a framework for applying concepts of equity and equal opportunity so that local administrators may meet the legal requirements for establishing programs in special needs.

- o The development of individualized education programs
 - National Center staff developed a model program to be the basis for administrators to plan and establish vocational education programs for development of individualized education programs (IEPs) in accordance with legislative requirements. Included are descriptive parts for preparation of the IEP, procedures for completing the IEP, and critical issues related to IEP adjustment.
- o Supervised work experience programs for special populations
 - The National Center has designed a series of reports that provide detailed steps for teachers, counselors, and community-based organizations to establish job exploration programs that assess the individual's needs and capabilities. The series identifies instructional methods and counseling techniques.
- o Follow-through studies of the handicapped and disadvantaged
 - Guidelines have been developed to assist local and state educational agencies as well as community-based groups in providing support to special workers on the job.

These products are being used to improve programs. For example, over 1,200 state and local secondary and postsecondary teachers and special education administrators have learned how to use services and products of National Center through forty inservice and preservice workshops on working with special populations.

The National Center is assisting three states--Washington, Nebraska, and Louisiana--that are working toward certification of special education staff working in vocational education.

Virginia is presently working with National Center staff to develop a master's program for (1) vocational teachers of mainstreamed special/exceptional students, (2) teachers in self-contained special needs vocational programs, and (3) vocational/special education resource teachers.

The Education Department of the Federal Corrections Institution in Lexington, Kentucky, used National Center publications dealing with job placement of the handicapped--twenty inmates were assisted in preparing for their release from prison. These publications also provided help to the staff in locating jobs for handicapped inmates.

For 1984, the National Center has proposed to undertake a research effort relating to women in correctional institutions. Presently, there are few opportunities for women to learn vocational skills that will permit them to be self-sufficient, self-supporting taxpayers upon their release from prison. In fact, several states have been cited for not having women's vocational programs equal to those provided for incarcerated males. This effort will prepare a guide for use by correctional officials in planning and establishing more effective vocational programs for women. Leadership training will be provided by the National Center to assist states in providing or upgrading such programs.

Economic Development

Since the late 1970s the economy has been front-page news. We have faced double digit inflation, double digit unemployment, the loss of our competitive position in many world markets, and the slow-down and often shut-down of many of our industrial manufacturing plants. We have been told that the net economic growth in the United States has hovered near zero. One part of the solution to our current economic woes lies in human resource development and the more efficient deployment of the available labor force into emerging and expanding occupations.

Vocational education is but one agency concerned with human resource development, but meeting individual career needs and society's skilled workforce needs has been an enduring goal of vocational education. Since 1978 the National Center has been increasingly concerned with economic development by working with the vocational education community to develop programs that provide relevant and up-to-date skill training, meet the needs of business and industry, are cost-effective and productive, and develop students who become productive workers. Our work can be described in four broad areas: (1) adult training and re-training, (2) high technology, (3) entrepreneurship, and (4) planning and forecasting.

Adult training and retraining. A central problem in this area is matching the skills of the work force with the skills needed in the labor market. Many adults, most visibly those displaced from their jobs through plant closings, have immediate retraining needs. Others need training to prepare them for

inevitable career changes. For instance, in Year V of the National Center contract we undertook a study to provide customized training programs for business and industry. In-depth case studies of successful programs led to the development of a guide for postsecondary educators on upgrading and retraining workers. The economic environment, state structures, and the key factors in the success of the programs are discussed, along with details of actual program designs. These materials have been used in several workshops sponsored by the National Academy and were featured at the National Conference on Upgrading and Retraining Workers held in Columbus, Ohio, in May 1981. Videotapes of that conference are now available for national distribution.

In the current year of the contract we are developing a compendium of assessment materials useful in placing displaced workers in training. This product will pull together materials and program experiences from across the country and will prove a rich resource for those assisting displaced workers in becoming reemployed.

High technology. In two years of work in this area the National Center has focused on aiding postsecondary education agencies in assessing high technology needs and planning and implementing high technology programs. In Year IV cooperative industry-education initiatives and postsecondary responses to changing technologies were described in ten case studies. The experience in the case studies are used to provide an overview of several high technology areas and a discussion of strategies

for developing educational programs that prepare workers for changing occupations. In Year V curriculum specifications for robotics, computer-assisted design, and computer-assisted manufacturing were developed. Finally, a team approach between education and industry for planning and implementing successful high technology training programs was outlined. The five-phase procedure includes charted sequences and relationships as well as "do's" and "don'ts" for each step and for the total planning process.

Entrepreneurship. Since 1976 the National Center has been developing materials, conducting workshops, and providing leadership in support of the concept that starting one's own business is an important option in vocational education. In Year IV of the National Center Contract a set of competency-based instructional materials, Program for Acquiring Competence in Entrepreneurship (PACE) was revised and updated. This set of materials addresses entrepreneurship at three levels of learning: (1) the secondary or prevocational level, (2) the advanced high school or postsecondary level, and (3) the adult level. The eighteen individualized units provide for (1) awareness of entrepreneurship as a career option, (2) exploration to understand essential concepts, and (3) preparation for opening and operating a small business. This is complemented by a number of commissioned papers on topics such as entrepreneurship and women, and program planning in vocational education for entrepreneurship.

In this first year of the current contract we are developing a nationwide network of state task forces to infuse entrepreneurship into all levels of education. As part of this activity we are developing a referral service to collect information or activities supporting entrepreneurship and are operating an electronic "newsletter" to share successful experiences and ideas.

Planning and forecasting. Work in this area is of two sorts: extensions of earlier planning and futures studies applied explicitly to problems of skills shortages, and commissioned papers and products providing overviews or analyses of vocational education's contribution to economic development, productivity, and reindustrialization. In the first area we undertook a study in Year V of the responsiveness of vocational education to critical skill shortages--the accuracy of available labor market statistics, the nature of state plans, and the types of vocational education programs offered. In addition in this effort it was discovered that although skill shortages are widely touted, few if any exist that are national in scope.

Other work. Under other sponsors a variety of complementary activities have been mounted. For example, under our NIE grant we sponsored a Policy Forum on Displaced Workers. Presentations were heard on a variety of topics including the experiences of other countries, descriptions and evaluations of reemployment projects, perspectives from the automobile and steel industries, and reports from postsecondary education agencies of their involvement. The proceedings will be published as a book and

summary generalizations and recommendations will be drawn from the set of papers.

Additionally, the National Center has a long history of work with labor unions through their joint labor-management training funds to develop apprentice training programs and train instructors.

Throughout our work in economic development is the theme of helping vocational education work more closely and more efficiently with the private sector and helping the private sector meet its trained labor force requirements. We see the preeminent issues in the immediate future relating to the training and retraining needs of adult workers. The primary deliverer of that training will be the two-year postsecondary institutions--the community colleges and technical institutes.

In total, our work in the area of economic development demonstrates a clear commitment to facilitating vocational education linkages with business and industry. We have been involved in productivity issues, reindustrialization, job redesign and quality-of-work-life innovations, and customized training ventures. The National Academy has conducted twenty-three workshops and conferences on industry education collaboration, increasing productivity, and retraining workers during the past three years in a dozen states, with over 1,100 state and local leaders participating.

Sex Fairness

The National Center has a history of work in the sex fairness area. Beginning in 1966--twelve years before the official establishment of the National Center for Research in Vocational Education--activities such as the first national conference on educational implications of women's work patterns have kept the staff and vocational education community abreast and ahead of the diverse problems and issues surrounding equity.

External evaluation of the National Center's program. Two years after state sex equity coordinators began their work (1979), a third-party evaluator of the National Center's sex-fairness program determined that all sex equity coordinators had read the National Center's publications. One publication, Vocational Education Sex Equity Strategies, was formally adopted by the coordinators as their "bible." Wisconsin reprinted this publication and distributed it to all school districts in the state. Portions have been reproduced and distributed through statewide workshops in almost all of the fifty states.

Two-thirds of all equity coordinators have attended conferences and have also consulted with National Center staff. One-third of the coordinators have planned and made visits to the National Center to work with staff. The equity coordinators rated all National Center equity publications on a scale of one (much less useful) to five (much more useful), as four or five. Equity coordinators request help from the National Center an average of five times during their first two years on the

job. They rated the help they received from staff as extremely useful. The coordinators felt that the National Center helped them in establishing a network that assisted them in doing their jobs more effectively and permitted them to gain knowledge that was extremely helpful.

More recent activities. Our more recent efforts on increasing participation of individuals in nontraditional roles include the following:

- o A study of the factors related to the underrepresentation of women in vocational education that focused on the need for women in higher decision-making positions.
- o A study of credentialing requirements for vocational education administration in the fifty states that pointed out the need for more specific requirements to permit women to prepare themselves for top administrative positions.
- o A catalog of the talent pool of women in vocational education who were certified in order that states and organizations who were seeking qualified administrators might have a reference point.
- o A strategies catalog on how to increase nontraditional enrollments in two-year postsecondary, CETA, apprenticeship, and community-based programs.

In 1981, a national equity colloquium entitled Equity in Vocational Education: A Future's Agenda was held at the National Center. Ten educational equity issues for the 1980s were defined. Seventeen papers were written by academicians: teachers; vocational administrators; scholars in the areas of law, economics, business-industry-labor, sociology, and anthropology; and specialists in the the areas of aging and the handicapped. The terms "equity" and "equitable" education have

different connotations for nearly everyone who attempts to define and apply them to educational programs. This colloquium synthesized equity issues and presented implications for the future.

Administrators did not see schools acting as the major barrier to nontraditional enrollments; rather, pressure from peers, parental attitudes, and employers is the major barrier to any individual performing in a nontraditional job. Placement rates for women in nontraditional occupations are lower, and those who are placed still receive lower pay.

In 1983, the National Center surveyed 1,092 beginning vocational education teachers to determine their preparation and abilities for instructing populations with special needs. Sixty-six percent reported that they were prepared to plan instruction, provide materials, modify learning environments, promote peer acceptance, improve their own ability to communicate, and counsel students with personal and/or social problems through nontraditional programs. These same respondents felt better prepared to work with economically disadvantaged, gifted and talented, racial/ethnic minority, and physically or sensory-impaired students. Mentally retarded students, adults in retraining, and limited English proficiency students presented greater problems for beginning teachers. Only 11 percent reported that they were not prepared to do any of the sixteen tasks about which they were questioned.

Basic Skills

National concern over the declining proficiency of American youth in basic skill areas has now found expression in a number of prestigious task force reports (e.g., the National Commission on Excellence in Education's report A Nation at Risk) calling for a renewed emphasis on basic skills in high school curricula and the application of higher standards of achievement. To vocational educators basic skills are a particularly acute concern. The current application of advanced technologies in many occupations is likely to require, for a limited number of jobs, new and increased proficiencies in basic skills. Yet, too frequently vocational educators do not take advantage of opportunities to reinforce and extend basic skills as part of instruction. At the National Center we have been working in this area over the past three years and plan to continue. Our work, to date, has focused on the following:

- o Describing the basic skills proficiencies of vocational students and relating those proficiencies to other student groups, to the development of basic skills from program entry to exit, and to such vocational program outcomes as wages, employment, and further education.
- o Describing the skills needed by vocational teachers to integrate basic skills instruction into their regular occupational curriculum, assessing the perceived competencies of beginning vocational teachers to deliver basic skills instruction, and developing additional PBTE modules to provide teacher training in this area.
- o Describing the impact of alternative learning environments (e.g., classroom, laboratory, work site) on the acquisition and retention of basic skills.

Basic skills proficiencies of vocational students. Based on a systematic review of available research, it was concluded that, on average, vocational students are less proficient in basic skills than their academic track counterparts, and make smaller gains in proficiency during their high school years. Basic skills proficiencies appear to be more strongly related to school-related outcomes (such as further schooling or higher grades) than to employment-related outcomes (such as placement or wages).

These findings were extended by collecting achievement data from sixteen local educational agencies and reanalyzing four national data sets (i.e., National Assessment of Educational Progress, the American College Testing program, the Longitudinal Study of Educational Effects--Class of 1972, and the High School and Beyond, 1980). The results largely confirmed the earlier conclusions, but yielded increased precision and confidence. For example, the average performance of secondary vocational students on standardized basic skills measures appeared to fall about one-half of a standard deviation unit below the average for all students. Additionally, the basic skills levels of students in different vocational programs varied significantly. The performance of students enrolled in business is generally higher than that of students enrolled in agriculture, health, technical, and trade and industrial programs, which in turn is generally higher than that of students enrolled in distributive education and home economics programs.

co-occurrence of basic skills applications with these variables, we should be able to help vocational teachers and cooperative work experience supervisors better use available learning environments to increase the acquisition and retention of basic skills. Preliminary analyses suggest, for example, that work settings tend to be characterized by highly cooperative activities and a high demand for reasoning skills, whereas classroom settings tend to be characterized by highly directed tasks and an emphasis on reading and writing tasks.

Leadership Development

Addressing the leadership development needs of the professional development community is a pervasive concern of the National Center for Research in Vocational Education. Two mechanisms have been designed to address that concern: (1) the National Academy for Vocational Education and (2) The Advanced Study Center.

The National Academy for Vocational Education is best described as the principal unit of the National Center concerned with the professional development of vocational education leadership personnel from throughout the United States. It is the National Academy that completes the research and development cycle through its outreach and application activities.

The National Academy is designed to provide nationwide, sharply focused institutes, seminars, conferences, and workshops on topics of national concern. These activities, per contract

specification, are conducted on a cost-recovery basis.

During the first five years of its operation (1978-1982) the National Academy conducted 270 activities in forty-five states reaching more than ninety-five hundred participants. Most of these activities focused on capacity building with regard to one or more of the following thematic areas: planning, evaluation, special populations, sex fairness, economic development, and instructional improvement.

A second feature of the National Academy is that it administers an open entry/open exit, individualized residency program at the National Center. This program assists vocational education and related leadership personnel in addressing unique professional or organizational development needs through a planned program at the National Center.

One hundred thirty-three (133) persons from across the states and Trust Territories have participated in the residency program. The average length of stay for each participant is approximately one month. Travel and living expenses are borne by the individual participants. The following statements describe the activities of a sample of the program participants:

- o The seventy-four former In-residence participants have directly influenced 48,060 students (per year), 14,824 teachers, and 3,884 supervisors/administrators with the knowledge they gained and the competencies they developed while at the National Center.
- o The needs of special populations led the list of topics studied by participants in the In-residence Program. It was followed closely by evaluation, career development/guidance, and planning/policy.

- o Two-thirds of the participants were either administrators or teachers from local schools or colleges and universities. State education agency personnel and postsecondary/two-year college teachers were well represented in the participants as well as practitioners and administrators from such areas as private business/industry, apprenticeship programs, and correctional institutions.
- o Access to knowledge resources was judged to be the most valuable part of the experience at the National Center. This included use of vocational and technical material from the library, conferences with National Center staff, and discussions with other in-residents. An average of seventeen National Center publications was purchased by each participant. Participation in National Center seminars and workshops was also considered a very useful activity.

Three examples of improvements that have occurred in various parts of the country as a result of the In-residence Program are:

- o Through the mechanisms of the newly established Area Planning Councils in Iowa, a school-to-work transition model for rural students, developed by an In-resident at the National Center, will be utilized by 445 school district superintendents.
- o In the District of Columbia, improved evaluation procedures developed by an In-resident are being used to improve vocational education programs for thirty thousand students.
- o In the State of Maine, a statewide model is being developed and implemented by two former in-residents to contribute to the state's economic development throughout entrepreneurship education.

The National Academy works across all functions and divisions of the National Center. It continuously draws upon the expertise and resources of the larger organization, The Ohio State University, and the scientific community nationwide in fulfilling its leadership development mission. The findings of research and development conducted at the National Center and

elsewhere are consistently integrated into and used by the programs and activities of the National Academy.

The Advanced Study Center provides opportunities for scholars to pursue advanced study and research in important areas of concern to vocational education. The Advanced Study Center operates as a highly competitive, national fellowship program.

During its first five years of operation the National Center selected and supported twenty-eight Fellows. They represented nineteen states and the District of Columbia, and collectively they engaged in twenty-eight different lines of inquiry and development.

The multiple perspectives from which the Fellows were able to benefit were key factors associated with their research and professional growth. Not only did they have available to them the rich and diverse resources of the National Center, The Ohio State University, and the larger scientific community, but they were valuable resources to and among each other. They represented fifteen universities, five state education agencies, four community colleges, three local education agencies, and a state manpower agency.

The new knowledge, concepts, and ideas which these Fellows generated while at the National Center have not only benefited staff, but have also contributed to the intellectual capital of the entire vocational education enterprise. Their areas of study ranged from improving vocational education services for the handicapped to improved planning and evaluation systems.

To provide an example, a Fellow from the state of Washington developed a model for community college planning. He subsequently implemented the model through his position as planning officer of a community college in that state. Additionally, a number of workshops for community college planning personnel were conducted nationally in cooperation with the American Association of Community and Junior Colleges and the National Center for Higher Education Management Systems. A professor from Stanford University recently developed a model for career decision making that has been adopted by the state of California.

To highlight an example of the work currently being pursued by one Fellow at the National Center, I will comment on that of Dr. Marilyn Snook. Dr. Snook is an assistant professor of vocational education at the University of Vermont. The focus of her study is an assessment of employment-related services provided to handicapped individuals by vocational education, in collaboration with other service providers. Implications will be drawn as to the relationship between promising practices, which she identifies, and the economic independence of handicapped individuals.

In addition to leadership development activities, the National Center has supported eighty-three graduate students who completed doctoral degrees in fourteen departments and in colleges or schools of The Ohio State University. While pursuing their studies, these persons served as part-time professional staff members and directly contributed to the research and development program of the National Center.

The Advanced Study Center, the National Academy for Vocational Education, and the graduate research associate program constitute an effective, interrelated strategy for improving and strengthening the intellectual and leadership capital of vocational education throughout the United States.

Evaluation

The National Center's work in evaluation has been focused on three major areas of concern: (1) developing materials useful for practitioners in evaluating programs, (2) developing baseline knowledge related to evaluation, and (3) promoting the dissemination and utilization of evaluation findings.

Developing Evaluation Materials for Practitioners

The National Center's work in providing practical materials for state and local agencies to use in evaluating vocational education programs has resulted in the development of a number of evaluation handbooks that provide practical guidelines for state and local agencies. The focus of the handbooks has varied from providing guidelines in complying with legislative mandates to improving practice in vocational education program evaluation.

- o Guidelines and Practices for Follow-up Studies of Former Vocational Education Students
- o Guidelines and Practices for Follow-up Studies of Special Populations
- o Specifications for Longitudinal Studies
- o Some Key Outcomes of Vocational Education: A Report on Evaluation Criteria, Standards, and Procedures

- o Evaluation Guidelines and Practices for State Advisory Councils
- o Using Evaluation Results
- o Evaluating Vocational Education Programs: A Handbook for Corrections Educators
- o Performance Testing: Issues Facing Vocational Education
- o Evaluation of Vocational Education: Roles, Responsibilities, and Responses of State and Federal Agencies
- o The Case Study Method: Guidelines, Practices, and Applications for Vocational Education
- o Evaluating Employer Satisfaction: Measurement of Satisfaction with Training and Job Performance of Former Vocational Education Students
- o Evaluating Student Satisfaction: Measurement of Training and Job Satisfaction of Former Vocational Education Students
- o Vocational Education Evaluation: Problems, Alternatives, Recommendations

These handbooks have been used in a variety of ways by state education and local education agency personnel. Three examples include: as reference materials, for instrument development, and for evaluation procedure development.

For example, these evaluation handbooks have been used as resource material for graduate and undergraduate courses at California State University-Long Beach; for the deans of the City College of Chicago; and for staff at Indiana Vocational Technical College in Fort Wayne, Indiana, and were featured in a newsletter received by all vocational teachers in Massachusetts.

The handbooks on evaluation have been used to develop instruments in a number of settings, such as conducting

evaluations of local vocational education programs by Arizona State Advisory Council; developing special instruments to evaluate socially disadvantaged students prior to and after completing the program at the Education Opportunity Center Rochester (New York); and developing work-related competencies for teacher trainers by the Research for Better Schools (Philadelphia, PA).

Developing Baseline Knowledge Related to Evaluation

The National Center has contributed substantially to the information base needed by policymakers and decision makers in the such areas as factors relating to appropriate outcomes for vocational education placement in jobs, time on task in vocational classrooms, and issues in vocational education program evaluation.

Appropriate outcomes for vocational education. The National Center has completed a series of studies to identify those factors relating to the placement of former secondary and postsecondary vocational students in jobs related to their training. Data for these studies came from existing statistical data in all fifty states, as well as from state departments that obtained data from 586 local education agencies in seven states and 31 community colleges and postsecondary vocational-technical schools in an additional four states. Case studies were also conducted in a total of eleven states. While the major factor influencing placement was the local level of employment in the institution's area, other key factors were identified.

1. The principal, vocational education teachers, and counselors believe vocational education and job placement are important. (shaped goals)
2. The teachers believe it is one of their responsibilities to keep in touch with employers and to place their students.
3. Admissions to vocational education programs are restricted to students who appear motivated and capable.
4. The guidance or job placement office serves as a clearinghouse to provide timely local labor market and occupational information to students and teachers.
5. The results of employer needs assessments are used to update the vocational education curriculum.
6. The cooperative education programs place students in jobs related to their vocational education programs.
7. There is greater participation in youth organizations (e.g., VICA, DECA, FFA) and it is encouraged as an essential part of the curriculum.

Another study conducted by the National Center was designed to determine the desired outcomes of vocational education. Emphasis was placed on the analysis and synthesis of evidence to support or reject eighteen of the outcomes considered most appropriate for vocational education at the secondary and postsecondary levels. As a result of this study, policymakers have information based upon evidence from sociological, psychological, historical, philosophical, economic, and futuristic outlooks for use in helping to determine evaluative criteria for vocational education. On the basis of the evidence presented, the following outcomes for secondary and postsecondary vocational education were supported:

- o Acquiring and/or upgrading occupational competencies
- o Developing safe work habits and techniques
- o Increasing employer satisfaction with vocational students
- o Increasing the potential for vocational education students to be entrepreneurs
- o Increasing the job satisfaction of vocational students
- o Increasing the awareness of vocational students to obtain basic academic skills
- o Placing students in jobs related to their training

In a related project, there seemed to be a growing consensus among an increasing number of knowledgeable people that the economic, technological, demographic, and educational conditions in the nation require secondary and postsecondary vocational programs to serve different roles and functions. The consensus among this group, though by no means clearly and widely articulated, seemed to be that vocational education at the secondary level should be better integrated with general education, and that emphasis should be on the development of broadly applicable skills useful to students in a wide range of future occupations. This group believed that, while the focus should be on strengthening vocational education's contributions to general education, preparation in broad occupational areas should be available to secondary students who choose it and can benefit from it.

At the postsecondary level, the dominant theme seemed to be that vocational programs should expand their capacity to serve a

broader clientele and a broader range of training needs. By and large, postsecondary institutions are being urged to work more closely with business and industry to emphasize and improve programs for highly specialized skill development, especially those needed in new and emerging occupations in the service sector and in high-technology areas.

Time on task in vocational classrooms. National Center staff have observed extensively ten secondary vocational education classes in four different states to determine the proportion of time students spend upon various areas of curriculum content, such as technical skills, basic skills, or knowledge of the world of work. The findings from this study indicated that approximately 70 percent of the student time in secondary school vocational classes was spent in direct learning activities. Of the total time observed, 7 percent was on basic skills, 41 percent was on technical skills, 8 percent was on employability skills, and 13 percent was on noncontent areas such as setting up and cleaning up. There was a greater proportion of student time on task in--

- o smaller classes,
- o longer classes,
- o classes taught by regular (not substitute) teachers.

Teachers were found to spend 29 percent of their time providing one-to-one instruction.

In an examination of time-on-task in sixteen postsecondary classes, approximately 84 percent of student time was found to be

time on task. Of the total time observed, less than 1 percent was spent on basic skills, about 2 percent was spent on employability skills, 70 percent was spent on technical skills, and 12 percent was spent on noncontent areas such as setting up and cleaning up. This information is now being used to develop methodology for evaluating vocational education programs to enhance the actual time students spend in learning activities.

Issues in vocational education program evaluation. The National Center has also developed a series of state-of-the-art papers addressing issues in program evaluation. These papers provide thoughtful analyses and viewpoints about issues such as (1) the impact of evaluation in vocational education; (2) job satisfaction, work adjustment, and vocational education; (3) assessing employer satisfaction with vocational education graduates; (4) use of evaluative data by vocational educators; and (5) needs assessment for program planning in vocational education.

Dissemination and Utilization of Evaluation Results

Dissemination and utilization activities have been carried out through activities sponsored by the Institute Program of the National Academy for Vocational Education. Nine national workshops held throughout the country with more than 400 participants have been conducted using these National Center evaluation handbooks. Additionally, eight residents of the National Academy's In-residence Program participated in the research and development of the handbooks. Nearly 10,000 copies

of these evaluation materials have been disseminated by the National Center's Publications Office. Other modes of dissemination have included presentations at state and national conferences.

Providing Information for Planning and Policy

Participation and Its Effects

Two of the key policy questions in vocational education are "who is served?" and "how well they are served?" The National Center, in cooperation with the Center for Human Resources, funded by the Department of Labor and located at The Ohio State University, has worked to create the most powerful database available for answering these questions about vocational education. Interviews and actual high school transcripts have been obtained on 17,000 young people ages fourteen to twenty-one from 1978 to 1983. The transcripts allowed us to measure the type and amount of vocational courses that this nationally representative sample completed while they were in high school with a degree of precision not previously possible with self-designation.

On the basis of extensive analyses of these data, we can report the following findings on the effects of high school vocational education:

- o Over three-quarters (78 percent) of high school students take at least one vocational course.
- o About three out of every ten (29 percent) high school students take a concentrated sequence of related courses (a program) designed to prepare them for employment. These students earn about two-thirds of

all the vocational credits awarded by high schools (Campbell, Gardner, and Seitz 1982).

- o Participation in vocational courses tends to retain dropout prone students in high school who otherwise are likely to drop out (Mertens, Seitz, and Cox 1982).
- o Students who work while in high school are more likely to report school problems or delinquent behavior. School supervision of their work, through cooperative education or work-study programs, tend to reduce the number of problems. School supervision is also associated with:
 - holding jobs requiring higher skill levels (than are needed in jobs students acquire on their own),
 - higher proportions of minorities, and
 - equal pay for males and females (Lewis, Gardner, and Seitz 1982).

After leaving high school, students who took concentrated sequences of vocational courses are less likely to continue formal education; 43 percent enroll in a two or four year college compared to 69 percent among those with few or no vocational courses (Campbell, Gardner, and Seitz 1982). Vocational concentrators are, however, more likely to take part in other types of training such as apprenticeship or employer-sponsored training (Mertens and Gardner 1981). There is no evidence that vocational concentration, in itself, acts to lower education expectations (Campbell et al. 1982).

High school vocational education also influences employment experiences:

- o The more students concentrate in vocational courses the more likely they are to obtain employment related to their training (Campbell et al. 1981).

- o Females who concentrate in vocational courses (primarily in business and office programs) earn more than similar females without such training. Male concentrators earn more on an annual basis than those with little or no training. This is due to the tendency for males with concentrated vocational preparation to work more hours per week and more weeks per year (Gardner, Campbell, and Seitz 1982).
- o Although a few young people are self-employed, young men who took a concentrated vocational program are over three times more likely (8.3 percent) to be so than their counterparts, with few or no vocational courses (2.3 percent). Young women from vocational programs do not show a similar tendency. In fact they are somewhat less likely to be self-employed (Gardner, Campbell, and Seitz 1982).
- o Male concentrators are also less likely to hold government jobs (5 percent) than those with few or no vocational courses (11.3 percent). Once again similar differences were not found for young women (Gardner, Campbell, and Seitz 1982).
- o Employers consistently report a preference to hire students who have received vocational preparation (Mertens et al. 1980; Nunez and Russell 1982a; Hemmings 1982). Bishop (1982) has identified some of the basis for this preference by studying the training costs and the productivity of newly hired workers and has found employers benefit from vocational training on both these measures.

These results I have cited refer primarily to the effects of secondary programs. As the young people in the sample mature, we shall also be able to examine the effects of postsecondary and adult programs and determine longer-term effects of vocational preparation.

The Vocational Education Act of 1963 and its amendments have emphasized the Congressional concern that individuals with special problems receive the assistance they need to prepare for gainful employment. The following table presents the enrollment figures for disadvantaged and handicapped students over the past

decade. While the total enrollment has increased substantially, the proportion of enrollments for these two groups to total enrollments increased. Vocational Education served twice as many disadvantaged and handicapped students during the 1980-81 school year as it did ten years earlier.

DISADVANTAGED, HANDICAPPED, AND TOTAL
ENROLLMENTS IN VOCATIONAL EDUCATION,
SCHOOL YEARS 1970-71 AND 1980-81

Population	School Year			
	1970-71		1980-81	
	Enrollment	As % Total	Enrollment	As % Total
Disadvantaged	1,393,488	13.3	2,567,537	15.2
Handicapped	203,414	1.9	555,961	3.3
Total	10,485,233		16,861,828	

SOURCES: U.S. Office of Education and Vocational Education Data System, National Center for Education Statistics

Attitudes Toward Vocational Education

The connection between vocational education and subsequent employment is very complex, and the research that can do is reduce the amount of uncertainty about this connection. Because some uncertainty is inevitable, research results must be weighted together with information from other sources. Some of these other sources are the impressions and opinions of people who set state and local policy for vocational education, of those who hire the graduates, and of the general public that participates in the

programs and pays for them with their tax dollars. To assess these opinions the National Center has both conducted its own surveys and assisted other organizations in surveying samples of their members. These organizations have included the National Conference of State Legislatures, the National School Boards Association, and the National Association of Manufacturers. Discussions with the U.S. Chamber of Commerce were also instrumental in causing that organization to conduct its own survey of a national sample of employers.

The results of these several surveys reflect a high level of general support for vocational education. Some examples are:

- o 86 percent of the general public and 93 percent of school board members think it is important for the public schools to provide students with opportunities to learn occupational skills (Lewis, McElwain, and Fornash 1980).
- o 85 percent of manufacturers would rather hire a vocational than a nonvocational graduate--all other things equal (Nunez and Russell 1982a).
- o 89 percent of state legislators approve of the performance of vocational education in teaching job skills (Nunez and Russell 1982b).
- o 78 percent of personnel directors think that students who received specific occupational training are more employable than students who received a general education (Hemmings 1982).

In contrast to these findings, the claim is frequently made that all employers want from the public schools is young people who can read, write, compute, and have good work attitudes and habits. The surveys of the National Association of Manufacturers and the U.S. Chamber of Commerce both addressed this issue directly. The manufacturers' survey yielded 73 percent who

thought the schools should teach both employability skills (e.g., attendance, punctuality and work attitude) and specific occupational skills (Nunez and Russell 1982a). In the Chamber of Commerce survey the comparable figure was 67 percent (Hemmings 1982).

The manufacturers expressed considerable willingness to cooperate with public vocational education in a variety of ways. Twenty-one percent reported that they currently provide work experience for students, and an additional 53 percent said it was "quite likely" they would do so (Nunez and Russell 1982a). Results quite similar to this were found in the U.S. Chamber of Commerce study (Hemmings 1982).

The major recommendations that state legislators made to improve vocational education was to involve employers to a greater degree in evaluation and the development of curriculum (Nunez and Russell 1982b).

The major recommendation manufacturers had to improve vocational education was to stress the teaching of the basics (reading, writing, and arithmetic) (Nunez and Russell 1982a).

It is clear from these results that those closest to vocational education see it as performing a vital function and endorse its continuation as an integral component of public education.

Futures Research

In addition to assembling information about current programs, the National Center has been attempting to anticipate forthcoming influences on vocational education. We have studied

major trends in demography, technology, education, and the labor force that are likely to influence the environment in which vocational education will operate. It will come as no surprise when I say that in the remainder of the twentieth century, the United States appears likely to experience unprecedented rates of technological change. The impact that these changes will have on the skills needed in the labor force, however, is far from clear.

There are at present two widely divergent positions.

Reports from groups such as the National Commission on Excellence in Education (1983) and the Task Force on Education and Economic Growth (1983) assume that the work force of the future will require high levels of scientific and technical understanding for which the schools should begin to prepare young people. There is other evidence, however, that most employment will not directly involved advanced technology (Bureau of Labor Statistics 1982). Furthermore, in most jobs that involve applications of technology, the equipment is likely to be "friendly" and not require extensive training to use it.

The resolution of these two options will obviously have major implications for vocational education. We are currently studying selected technologies and occupational areas to enable us to detect emerging trends and provide an early warning to planners and administrators in vocational education on the implications of these trends for their programs.

Clearinghouse

The 1976 Amendments (P.L. 94-482) directed that the National Center ". . . act as a clearinghouse for information on contracts made by states pursuant to section 131, section 132, and section 133 and on contracts made by the Commissioner pursuant to this section; and compile an annotated bibliography of research, exemplary and innovative program projects, and curriculum development projects, assisted with funds made available under this Act since July 1, 1970 . . ." (P.L. 94-482), section 171, 2). The state contracts under sections 131, 132, and 133 have been for three types of program improvement projects--research, innovative and exemplary, and curriculum development.

Annotated bibliographies of 6,668 state-administered and 1,285 federally administered projects conducted from 1970 through 1977 were completed in the first two years with the cooperation of the state research coordination units and Office of Vocational and Adult Education branches. Concurrently, the Clearinghouse staff developed a working relationship with state and federal agencies to acquire project abstracts for a computerized data base of projects conducted since 1977. This database, Resources in Vocational Education (RIVE), now contains information about 4,490 state-administered and 951 federally administered projects plus information about 4,309 completed products of these projects. Taken together, the bibliographies and database contain information about 13,393 projects.

Because RIVE is a public database accessible at computer terminals any place in the nation, vocational educators may obtain information about completed and ongoing projects. The administrator can contact institutions and investigators who are knowledgeable about specific problem areas. The researcher can avoid duplicating a previous or ongoing project and can, instead, build upon or collaborate with ongoing work. The federal or state R&D manager can determine how well priority problem areas are being investigated and direct R&D investments to the most worthy areas. They can also track the output of ongoing and completed projects and better hold contractors accountable.

In this regard, an analysis of state-administered projects in fiscal years 1978 through 1982 provided several conclusions about 3,994 projects, funded at \$104,638,145--

- o states place about equal emphasis on research, exemplary and innovative, and curriculum development activities;
- o curriculum development seems to be perceived by states to be more important;
- o public education agencies and institutions played a dominant role in conducting program improvement activities (universities led with 38 percent or 39.7 million of the total funds);
- o states showed a heavy concern for assisting practicing teachers;
- o state-level commitment to dissemination is strong and is being increased annually;
- o the greatest effort has been focused on improvement of instruction.

Annual analyses of state-administered projects confirm the commitment of state to national priorities such as special needs

populations, sex equity, evaluation, planning, technology, industry linkages, and job placement.

The Clearinghouse function has expanded into other areas as well. In cooperation with the regional curriculum coordination centers, a publicly accessible, computerized database of vocational education curriculum materials has been developed. Curriculum coordination centers submit abstracts of curriculum materials developed in the states of their regions and available in the curriculum coordination center collections. In two years, 2,512 curriculum materials have become accessible nationally in this way. While previous searches for nonprint curriculum required a check of many collections, now a user may search the Clearinghouse database for materials located throughout the nation. By agreement, any material in the database is available in a curriculum coordination center or at the source for loan or sale.

Under provisions of an interagency agreement between the Departments of Education and Defense, the Clearinghouse obtains technical training materials (e.g., electronics, welding) suitable for civilian use from five military branches. Over 1,400 of these are accessible in a manual file and available for examination on site at the National Center or by cost-recovery duplication. These materials most often are used by curriculum developers who incorporate parts in other curriculum products.

In addition to developing these three databases, the clearinghouse maintains a crosswalk relationship with other .

information systems such as the Educational Resources Information Center (ERIC) and National Technical Information Service (NTIS). This relationship is aimed at avoiding duplication, maintaining system compatibility, and providing access. A user may obtain access to many databases with a single request to the Clearinghouse.

The Clearinghouse's leadership has been responsible for the evolving network of computer-based message switching users. Currently, this user group includes over fifty vocational education institutions or agencies and one hundred two-year community and technical colleges in thirty-nine states. In the computer-based message switching procedure, a sender may leave short messages in a central mainframe computer which can be retrieved later by the receiver. Transmission is instantaneous and the cost is low for this electronic mail service. Electronic newsletters can also be transmitted in the same way. Many of the National Center's dissemination collaborators joined the initial pilot effort so that they could exchange messages with greater efficiency and at less cost than using mail or telephone. In fact, the Clearinghouse uses electronic mail in acquiring information for the databases. The Clearinghouse has systematically arranged for training of users of computer-based message switching and the databases. One state is now developing a statewide network of information providers which will employ the databases and computer-based message switching to deliver services. The user will access the services of all providers and the national databases with one request to any of the providers.

The Clearinghouse is studying ways to use even more advanced technology to improve communication and deliver services. Transmission of longer messages more quickly may be possible using advanced systems and satellite transmission.

The greatest concern in developing a Clearinghouse operation is to develop a comprehensive, user-oriented database that will be maintained over time. The user should be able to depend on the comprehensiveness of the database and the continuity of the system.

Dissemination and Utilization

The National Center has mounted several major initiatives to improve vocational education through its dissemination and utilization function in response to the congressional charge (P.L. 94-482) and further specifications by the Department of Education in its National Center requests (RFP 78-2 and RFP 82-028). Several problems were apparent from the first. Many local vocational educators were unaware of national priorities for program improvement and of the state and federal investments in research and development products. Even those who were aware of the priorities and products had difficulty in selecting and implementing the most appropriate products. Further, they needed help from state-level linkers, who themselves were unaware of the priorities, products, and the means of helping local personnel.

This was especially true with respect to new and developing occupational areas for which products had not been developed or widely disseminated. Also lacking was coordination among national, regional, state, and local agencies, organizations, projects, and personnel with dissemination responsibilities. The National Center's approach has been to establish a nationwide dissemination and utilization network aimed at program improvement through facilitating the choice and implementation of the best available research and development products and information in the nation. We undertook several major initiatives which have withstood the examination of the Mid-Contract Review, the recompetition request for proposal, several exercises of option, and many on-site audits and monitoring visits. Support from developers and users has been ardent as well.

The Selection of Exemplary Research and Development

One major initiative has been to disseminate widely exemplary research and development products for program improvement in such national priorities areas as sex fairness, special populations, planning and evaluation, energy, economic development, and high technology. The National Center systematically screened thousands of products, applied rigorous criteria to candidate products, and corroborated its selections with panels of experts and practitioners. Over 35,500 copies of forty-four products were distributed to the field. Examples of products are:

- o A Methodology for Reading Skill Improvement in Vocational Secondary Programs, developed by the Marion County Education Service District, Salem, Oregon
- o Another Step Forward, a series of booklets to help educators integrate the handicapped into regular classes, developed by the University of Florida
- o Promoting Sex Equity in the Classroom, developed by Iowa State University
- o The Economic Development Opportunity: District-Community Partnerships for Economic Development, developed by Fox Valley Technical Institute, Appleton, Wisconsin
- o Strategies for Developing a Coordinated Vocational Assessment Process for Youth: A Compilation of Ideas and Resources for the Service Delivery Areas Under the Job Training Partnership Act, developed by University of Wisconsin
- o The Private Sector Youth Connection, a handbook on school-business partnerships, developed by The Vocational Foundation, Inc., New York City

Few of these products would have gotten attention beyond state boundaries had they not been selected and disseminated by the National Center.

In support of selection and implementation of these and other products, this dissemination and utilization network has conducted or supported 586 conferences and field events serving 27,676 participants. In addition, the National Center has directly responded to 7,341 requests and distributed 53,584 brochures relating to these forty-four selected products. For example, the National Center displayed selected products at the Industry-Education Showcase Conference sponsored by the National Association for Industry-Education Cooperation. In another

effort, over 600 educators attended the California Vocational Special Needs Conference at which the National Center made three presentations of selected products to teachers and administrators. Announcements in organization newsletters, in professional journals, and at conferences and workshops helped to develop awareness of these products. Technically, any vocational educator in the nation now can learn about these products and obtain assistance in selection and implementation. Also, he or she can gain access to thousands of other products in several databases, and obtain assistance through several linked systems and networks.

Special Occupational Packages

In another initiative, eleven special packages were developed to assist vocational educators to establish or improve training programs in such developing and growing occupational areas as biomedical instrumentation technology, energy conservation, human services, entrepreneurship, word processing, and microcomputers. Information about program guides, curriculum materials, and other resources in these new areas was compiled with expert advice, distributed through state education agencies, and made available on a cost-recovery basis. Selection of occupational areas for this treatment has been based upon advice from expert consultants, data from other studies at the National Center, and analysis of requests flowing through the Program Information Office. Nearly 2,000 copies of special packages have

been distributed to dissemination collaborators and further reproduction has been encouraged.

The Dissemination and Utilization Network

A nationwide network of informed, expert disseminators in state and regional agencies and organizations has developed as a direct result of the National Center's leadership, coordination, and training initiatives. Many state research coordinating units are now taking an active role in developing state dissemination plans, statewide dissemination networks, and numerous dissemination events, some of which the National Center has supported with personnel or materials. The motivation for this purposeful dissemination activity has been sparked at the annual national dissemination conferences conducted by the National Center and sustained by a regular newsletter which keeps disseminators informed of new products, strategies, techniques, and worthy events related to program improvement. Dissemination also has been supported by a wide range of cooperative activities with national organizations of research coordinating units, curriculum coordination centers and state liaison representatives, state directors, and personnel development coordinators; vocational education professional organizations; and other educational dissemination programs (e.g., National Diffusion Network, ERIC).

At present, vocational education personnel with dissemination responsibilities can and do obtain training from their agency, professional organization, or network affiliate once or

twice a year. This training is often facilitated by the National Center. A vocational education agency can obtain coordinated services from dissemination network affiliates and be reasonably assured that a request to one affiliate will open the door to resources from many others. Neither of these conditions existed before 1978.

An important initiative of the National Center has been to disseminate its own R&D products aggressively. It has utilized the nationwide network of dissemination collaborators to initiate limited, sponsored distribution of products and to distribute information about National Center products. But, the major emphasis has been upon strategies to market National Center products on a cost-recovery basis, thereby multiplying the Government's investment at the users' expense. Over 775,111 copies of products have been distributed on a cost-recovery basis as a result of the National Center's marketing efforts through networks, professional organizations, and commercial mechanisms. In addition, the National Center has granted the reprint rights for products to several organizations and agencies totalling over 100,000 copies during the initial five years of the National Center contract. Market response has influenced ongoing product development.

New improvements in communications and delivery of services are under development. The National Center is refining the

computer-based message switching system that it had already developed for electronic mail and newsletters. At present, fifty dissemination collaborators and one hundred two-year community and technical colleges are exchanging messages for the personnel in their agencies via electronic mail. The National Center is issuing three electronic newsletters to support--

- o high-technology programs in postsecondary institutions,
- o entrepreneurship program development by vocational education institutions, and
- o program improvement efforts by vocational education agencies, which include a director of vocational education personnel.

These newsletters permit the user to enjoy news item selection, instant transmission, frequent update, and interactive communication with the National Center and other users. In addition, the National Center prepared news releases on a monthly or more frequent basis relating to new product releases or services available which are sent to program information staff in all state departments of education and territories. The National Center is also investigating the technical and economic feasibility of delivering training programs via satellite. These developments are needed to increase the quantity and quality of dissemination services. Also needed are:

- o Continuity of services to collaborators and users. Each reduction of services because of budget cuts or inflationary pressure erodes confidence in the program.
- o Incentives to states to promote the use of products developed elsewhere. The cost savings of using existing products rather than developing new products

are obvious and, even more important, the choice of the highest quality products improves programs.

- o Incentives for state, regional, and national cooperation. Agencies tend to protect turf and budgets, rather than share responsibilities and credit.

Use of the National Center's Vocational Education Program Improvement Products by Other Employment and Training Systems

Overall, the National Center is making a difference in the quality and impact of vocational education programs throughout the nation. We are developing a special capacity to enhance the effectiveness and efficiency of the present system of vocational and technical education. Of equal importance is the fact that our information and leadership services, as well as our R&D products, are increasingly being sought and used by other employment and training groups such as CETA prime sponsors, Job Corps, apprenticeship programs, correctional institutions, private industry, business corporations, and private trade and technical schools. Additionally, the National Center's Advisory Council has Secretary of Education-appointed representatives from the Department of Labor and the Department of Defense. These professionals represent significant elements of the total employment and training enterprise in the United States and, through their participation on the Council, contribute valuable input into the research and development program of the National Center, and disseminate information concerning National Center programs, products, and services.

Through a variety of grants and contract, many of which were under way before we were officially designated the National

Center in 1978, we continue to study and support vocational education and other employment and training systems. Our work through these other sponsors add to our institutional capability, provide for potential cross-pollination of research traditions and jurisdictions, and, in our judgment, make us a far more competent contractor to carry out the provisions of the National Center contract. For example, we are currently working with six national and international labor unions who have contracted with the National Center for assistance with the development and improvement of their apprenticeship training program through the adaptation of National Center programs and products. We have completed a major effort with the Job Corps that developed clearinghouse services and individualized instructional packages in such areas as health, business management, and apartment maintenance. Private industry is using our performance-based teacher education materials to improve the quality of on-the-job instruction. We have also worked extensively with the private trade and technical schools who are using our research and development products and our national training programs. In addition, we have recently completed efforts with private industry to strengthen various aspects of their on-the-job training. Clearly, investments in vocational education program improvement at the National Center are having a multiple impact across a number of employment and training systems.

THE NATIONAL CENTER'S HOST INSTITUTION:
THE OHIO STATE UNIVERSITY

The Ohio State University, a land-grant institution, is a worldwide leader in social science and physical science research and instruction among institutions of higher education. Its research and development in the area of education and work is recognized and utilized by social scientists and practitioners throughout the world. Most of this education and work research has been conducted by the National Center for Research in Vocational Education, established by The Ohio State University as the Center for Vocational Education in March of 1965. During the National Center's eighteen-year history, The Ohio State University has contributed to its growth and excellence through institutional policies that have enhanced its research capacity and the investment of its institutional financial resources. The university's investment in this "center of excellence" has resulted in the recruitment of an internationally recognized professional staff with interdisciplinary backgrounds and experiences, a national and international set of relationships with public institutions/organizations and private business-industry-labor organizations concerned with investments in human resource development, and the establishment of some of the most modern, technologically advanced and equipped facilities found today on university campuses. The following descriptions of the National Center's operations represent examples of the university's investment in this national resource.

The National Center can be characterized as field-oriented, in that it involves its client audiences (e.g., administrators, practitioners, researchers, and representatives of business and industry) throughout the research and development process as appropriate. Over the past eighteen years, the National Center has invited the participation of several hundred thousand individuals in a variety of field-site activities (e.g., policy convenings, product development, testing and demonstration) in numerous locations throughout the fifty states and territories. In addition, the National Center has sought the viewpoints and expertise of more than two thousand persons as members of advisory committees and technical panels. Furthermore, the National Center has established and maintained collaborative relationships with diverse field-based groups, including state directors of vocational education, research coordinating units, curriculum coordination centers, state liaison representatives, personnel development coordinators, state sex equity coordinators, the University Council for Vocational Education, the American Vocational Association, the American Vocational Education Research Association, and the National Advisory Council for Vocational Education. The National Center consciously pursues the systematic involvement of broad-based constituent groups to preclude the possibility of insularity or parochialism.

In addition to domestic relationships, the National Center recognizes the importance of linkages to "centers of excellence" throughout the world. Working relationships, including staff exchanges, have been developed with research and development

centers in West Germany, France, the Netherlands, and the United Kingdom. Research and development centers for vocational education have been established in Japan, Korea, Australia, and Turkey, based largely on the National Center's model, following visits to the National Center by appropriate ministry personnel. Linkages are also maintained with the International Center for Vocational Education at Turin, Italy; the International Labour Organization in Geneva, Switzerland; and the Organization for European Cooperative Development in Paris, France. These relationships and interactions provide the National Center with increased knowledge of alternative approaches, policies, and research relating to education and work, many of which may be utilized in the planning and execution of National Center contract activities.

The modern and efficient facilities of the National Center for Research in Vocational Education have been provided by The Ohio State University expressly for the needs of the National Center. Two facilities were specifically constructed for the National Center (without Federal support) with funds from The Ohio State University's investment portfolio. The National Center's physical plant consists of ninety-three thousand square feet of floor space in three adjacent buildings centrally located on the campus, and one entire floor of the Accuray Corporation (a high-technology firm located adjacent to the university campus). In addition to the present buildings, the National Center and the university are considering augmenting existing space with a new building.

Collectively, the office space will house 350 regular and visiting staff members. There are four large conference rooms and ten meeting rooms; a research resources center; a planning room displaying organizational, project management, and staffing information; and a records center.

University facilities are available to supplement the National Center's needs, and consist of meeting rooms, food services, and other supporting facilities. Six motels are located within a one-mile radius of the National Center and provide accommodations for two-thousand persons. The Columbus, Ohio, area is accustomed to hosting groups and conventions. Currently, the city hosts over one thousand conventions annually with an attendance of over five hundred thousand persons.

The National Center for Research in Vocational Education operates two pieces of equipment for transmission and reception of vital information for both national and international communication. These are the Western Union Telex machine (TWX), which provides instantaneous transmission of succinct messages through an international network, and the telecopier (facsimile transmitter/receiver) providing full-page transmissions of documents through telephone equipment.

Also, the National Center accesses commercial databases, such as Lockheed Dialog, the Bibliographic Retrieval Service, and electronic newsletters, using several microcomputers linked to telecommunications systems. With such systems, the National Center maintains linkage with other national education research and development centers and regional education laboratories and

transmits abstracted documents and journal articles into the ERIC database.

The National Center operates a toll-free telephone number (1-800-848-4815) to serve the vocational and technical education community better. It also utilizes conference call equipment that enables several staff members at once to communicate with several parties outside the National Center.

The National Center has utilized teleconferencing in the conduct of several tasks and has found it to be a very cost-effective and efficient method for instruction, training, and communication. This system of audiovisual communication, which utilizes satellite uplink and downlink technology, enables large groups of conference participants in different locations to be addressed at once by means of television monitors and public address systems. The National Center has used this system to broadcast its national seminar series and other selected presentations and to record them for future use. Satellite uplink and downlink technology is available through the offices of the university's television station, WOSU-TV.

The National Center operates efficient electronic data processing through its on-line terminal, keypunch, and verification services, and by processing data through the Instructional Research Computer Center (IRCC) of The Ohio State University. The National Center also has access, via three remote cathode-ray tube (CRT) terminals, to The Ohio State University's mainframe computer, an Amdahl 470-V/6-II running on IBM OS/VS with MVS

option with VES2. The Amdahl, with over 5 million bytes of main storage, is also interfaced with an IBM 4341 and a DEC System 2020, offering virtually unlimited storage/CPO capacity. These systems have the capacity to operate twenty hours per day.

Several available statistical packages, including SPSS, SAS, SAS/ETS, DIOMED, and ESP, are particularly suited for handling large databases. The large-scale databases used in the National Center's work include the following:

- o National Longitudinal Surveys of Labor Market-Experience (Young Men, Young Women, New Youth)
- o National Longitudinal Study of the High School Class of 1972
- o High School and Beyond
- o Youth in Transition
- o Project Talent
- o ETA Continuous Longitudinal Manpower Survey
- o Vocational Education Data System (VEDS)
- o USOE Files on the Status of Vocational Education
- o Project Baseline
- o Current Population Survey (CPS)
- o U.S. Bureau of Labor Statistics Current Employment Statistics: Employment, Hours, and Earnings
- o National Center for Education Statistics Surveys of Postsecondary Schools with Occupational Programs
- o Occupational Employment Survey Service Matrix
- o U.S. Department of Education Civil Rights Surveys of Elementary and Secondary Schools and Vocational Education
- o State Agency Survey of Administrators of Vocational Education

- o Factors Affecting Job Placement
- o Manufacturers' Perception of Vocational Education (NAM)
- o State Legislators' Perceptions of Vocational Education (NCSL)

The National Center's IBM, Atari, and Apple microcomputers with videodiscs are used in various research and development projects (e.g., curriculum software development) and management procedures. It should be noted that The Ohio State University has contributed all computer time and equipment required to conduct computer activities relating to the National Center functions, and thus these represent no cost to the National Center contract.

The National Center, through The Ohio State University, distributes its products nationally to a great number of user groups on a cost-recovery basis.

The ongoing analysis of the impact and use of National Center products provides data vital to the improvement of vocational education programs, research, and information.

In summary, The Ohio State University has established a full-service vocational education research and development enterprise and provides this resource to policymakers, researchers, and practitioners nationally through the most modern, cost-effective and efficient resources, facilities, and equipment available. Further, the university is dedicated to continuing to pursue the expanding utilization of advanced technology to improve the support of the National Center

operations. The aforementioned resources, facilities, and equipment are operated and utilized in support of the National Center contract at no direct cost to the Federal government.

NATIONAL CENTER ACCOUNTABILITY

In addition to Department reviews and the eighty-four yearly accountability reports (an increase of thirty-five reports over the previous year) required by the U.S. Department of Education, the National Center contract has been assessed and found accountable in a number of significant ways. For example, during the past five years the National Center has had over 1,056 person-days of Federal audit, program evaluation, or on-site review; an additional 166 person-days is anticipated within the next two and one-half months. Additionally, 317 person-days of meetings have been held with our National Advisory Council, a council that is appointed by the Secretary of Education. Scores of meetings of project advisory groups have been held, and several key groups are convened annually to advise us and keep us current on our work. While we are pleased to cooperate with these reviews and we learn and profit from these activities, they are consuming of our time and staff resources. In some instances the activities are redundant.

While the extent and intensity of these external audits and reviews have had an impact on the organization, I feel obligated to report to this Committee a level of external scrutiny that is approaching dysfunctional levels. These levels are not, in my judgment, in the best interest of the contractor or the government.

In August 1980, the Department of Education commissioned a panel of six distinguished researchers and practitioners involved in social science research to conduct the Mid-Contract Review of the National Center required by the National Center RFP 78-02. This six-person team, accompanied by several Department staff members (see appendix A), spent fifty person-days on-site at the National Center conducting an extensive review of our total operations, including an analysis of products in all six functions completed during the first thirty months of the contract. They reported these overall findings:

Findings

Overall

- o The Center has excellent accountability for both performance and financial areas.
- o Operating under a contract with its accompanying requirements places several constraints on the Center's operations.
- o A grant is a more appropriate funding mechanism for the Center than a contract.

Quality

- o The quality of the Center's products is high.
- o Extensive field involvement in the development of products contributes significantly to the relevancy of the products developed.
- o The product development process is systematic, efficient, and productive.
- o There is good indication of product impact and utility.

- o There is a concern for broader dissemination of products to a greater diversity of audiences.
- o The staff appears to be highly qualified, and to bring diverse areas of expertise to the Center.
- o In terms of the outcomes desired and the potential of the organization, the Center was found to be underfunded.

Management

- o The management system is well organized to efficiently and effectively develop numerous products on a tight schedule.
- o Management has established, and is maintaining, both an internal evaluation system and a product review and evaluation system to insure quality in the products developed and in the services provided.
- o An effective communication system is maintained among the staff.
- o Staff morale appears to be high.
- o Management has implemented and is maintaining a staff development plan.
- o Management is using both its staff and fiscal resources effectively.
- o Management is able to obtain and maintain both financial and programmatic support from the University.

Compliance

- o The Center is complying with both the letter and the intent of the scope of work of the contract.

Recommendations

Quality

- o Consideration should be given to longer term projects and efforts.

- o Consideration should be given to allowing the Center more flexibility for determining both study topics and research procedures.
- o Consideration should be given to continuing the extensive field involvement which the Center now maintains in the development of its products.
- o Consideration should be given to expanding the attention given to targeted and diverse audiences.
- o Consideration should be given to increasing the funding level of the Center.

Management

- o Consideration should be given to continuing the productive sponsor-contractor relationship.
- o Consideration should be given to procedures which would allow the Center greater flexibility, given the past performance and maturity of the organization.
- o Consideration should be given to continuing the staff development effort.
- o Consideration should be given to continuing the product review and evaluation system.

Compliance

- o Consideration should be given to using a grant rather than a contract during the next award cycle for a research center.

In March 1982, the Office of Planning, Budget, and Evaluation of the U.S. Department of Education entered into a contract with a consulting firm, Technassociates, to conduct a review of National Center products. The Department again appointed a panel to work with Technassociates in the review of the National Center's products. Unlike the Mid-Contract Review, this review was not specified in the National Center RFP 78-02. Reviewers did not examine three of the six functions, did not collect any information from actual users of the National

Center's work, and did not interact with any of the National Center staff to gain a comprehensive understanding of the contracted work. Apparently, the reviewers read neither the law, nor the RFP nor the contract; they reviewed only a small sample (11 percent) of the products developed under three of its six functions and none of those developed under the remaining three functions. This panel reviewed only 67 of a total of 619 National Center products. No products from the fifth contract year were reviewed, and some fourth-year products were reviewed in draft form. In most instances individual products were reviewed by only one panel member (in rare instances, two panel members). This represents less effort than our own prepublication external reviews. While both the Department of Education's contract title with Technassociates and their resulting final report specified that the scope of the study was to be a review of National Center products, the final report released by Technassociates in October 1982 was titled Evaluation of the National Center for Research in Vocational Education--a very significant change.

While the study and resulting report had major design and methodological limitations, the report did make a number of statements that were consistent with other reviews of the National Center:

- o "NCRVE has complied with federal contractual requirements . . . its written work has supported all the functions mandated by Congress and the Department of Education."
- o "Many of NCRVE's written deliverables offer useful assistance to vocational education practitioners."

- o "The National Center's work points the way to solving the problems which it addresses"
- o "the great majority (70) percent of NCRVE's written deliverables have been aimed primarily at professionals in the field of vocational education . . . in contrast, 20-30 percent of the NCRVE products reviewed have been aimed at Congress, State legislation, governors, and mayors"
- o "most panelists felt that NCRVE has produced some good research"
- o "NCRVE's products have been well-written, to-the-point, and readily usable by its primary audience"
- o "In routine administrative matters the NCRVE contract has been well managed."
- o "NCRVE labors under the worst of two worlds--little innovative or focused direction from Washington and a horrendous amount of reporting and accountability that are not only wasteful but encourage defensiveness and constant protecting oneself with paper."
- o "A one-year turnaround (on many deliverables) is not realistic."

A detailed analysis of the Technassociates Report has been completed by the National Center (see appendix B). A majority of the conclusions and recommendations show only marginal relationship to the findings of the final report and are typical of the lack of scholarship and objectivity in the total effort.

This analysis of the report was supported by the Secretary of Education's National Council on Vocational Education Research (see appendix C). It should be noted that the Technassociates review of products, combined with the Department's Mid-Contract Review in 1980, was in addition to the more than nine hundred days of external expert double-blind review of products from 1978 to 1983--a part of the National Center's quality assurance and

self-evaluation programs (partially conducted through subcontracts with external agencies completed during the five-year initial contract period).

In February 1982, the U.S. Department of Education instituted a monthly on-site monitoring procedure to be carried out by three to seven professional staff members from the Office of Vocational and Adult Education (see appendix D). To date, this has included forty person-days of Department staff on-site monitoring or the equivalent of one person-day on-site per week since the beginning of the contract on January 16, 1983. This on-site monitoring is in addition to daily or weekly telephone monitoring by Department staff; monthly budget expenditure, personnel utilization and exception reports, and quarterly progress reports.

As you are aware, Mr. Chairman, the Government Accounting Office initiated an additional review of the National Center's operations and products from 1978 to the present. The areas of this review are basically identical to both external reviews to date and that of the continuing on-site surveillance by the Department of Education. Government Accounting Office personnel have been on-site since June 7, 1983, and inform us that they have been initially allocated two hundred person-days to complete their effort.

Let me reemphasize, in summary, that this series of external monitoring and review is in addition to normal pre- and post-Health and Human Services fiscal audits, Equal Opportunity

audits, internal quality assurance measures, externally completed impact evaluations, University reviews/audits, and conformance with regulations of The Ohio State University and the State of Ohio. The merit, value, and costs of this intensive level of surveillance need to be assessed when you consider the fact that the National Center has not defaulted on a single contract or grant obligation and has never experienced an audit exception, while it has been frequently cited for the quality of its products and services. We recognize the right and need of the sponsor to maintain appropriate accountability measures, and we want above all to be efficient and effective in our operations. The question nevertheless remains, What are reasonable and prudent levels in this area?

The cost/benefit analysis of this level of external program review needs serious consideration by Congress. I am personally aware of the fact that this level of federal scrutiny is excessive in comparison to other social science research contracts or grants administered by The Ohio State University; I doubt furthermore that a comparable level of oversight could be found relating to the management of federal grants or contracts in institutions or organizations across this nation.

I feel it significant that Congress, in the Omnibus Budget Reconciliation Act of 1981 (H.R. 3982), maintained its strong support of the National Center and established its annual budget at \$5.5 million at a time of significant program reductions in .

other areas of education. The Report states that the National Center has exceeded legislative expectations in terms of its positive effect on the quality of local vocational education programs.

RESOURCE LEVELS FOR THE NATIONAL CENTER

An important perspective in assessing the appropriate resource level for the National Center is to consider its nationwide responsibilities in carrying out six interdependent functions, and to compare its current resource level of \$5.4 million with the resources received for program improvement in states such as California (\$9,781,846), Texas (\$6,303,051), Illinois (\$4,279,382), New York (\$7,021,095), and other large states, considering the total of \$99,590,000 appropriated for Federal support to state program improvement for FY 83. From the amount of resources allocated annually to fund the National Center contract, adequate support for each of the six competing mandated functions is a complex and difficult problem. Many of the activities related to individual functions--such as the Dissemination and Utilization, Clearinghouse, and Leadership Development functions--are designated by the Department of Education and have costs that continue to escalate annually which are thus beyond the control of the contractor. These circumstances greatly restrict the flexibility of the National Center to pursue work in the other three functions that are outgrowths of previously completed research and development or are recognized as a continuing or new priority as a result of the National Center's various national needs-sensing activities. Additionally, you may be interested to learn that today, in order to purchase activities equivalent to those we had in our second-year budget of \$5,064,497, would require approximately

\$8,295,792. Clearly, we have lost relative buying power while the demand for our services and the divergent expectations for R&D among different groups have grown. Through these comments, I want to emphasize the need to match demands, expectations, and resources without compromising our increased organizational maturity and ability to deliver high-quality products and services efficiently and effectively.

REAUTHORIZATION

Problems in Implementing the Education Amendments of 1976

Perhaps our greatest single problem, and the one that is most pervasive and affects the largest array of activities under state and national program improvement, is the difficulty we have in transmitting the rationale and priorities of the amendments to the appropriations process. First, we experienced delays in securing funding for state planning--a function that was central to the Education Amendments of 1976. Additionally, we have experienced difficulty in maintaining the 5 percent set-aside for Programs of National Significance. Such appropriations shortcomings make it impossible to achieve congressional intent and to maintain the balance and integrity of the law.

Second, you will note that there was a fifteen-month time delay between the passage of the Education Amendments of 1976 and the time when we were under contract as the National Center. These were critical months in terms of beginning programs of inquiry and establishing the support services necessary to assist the vocational education community in implementing the provisions of the law.

Third, there have been problems in clarifying or interpreting congressional intent with respect to some National Center activities. Areas in which I believe we need additional clarity with respect to your expectations are in the relative freedom of the National Center to work with its Advisory Council to

establish its own program priorities and to apply appropriate and rigorous inquiry processes to problems of national significance. The balance between short- and long-term efforts, the degree to which the National Center should invest limited vocational education R&D dollars in studying other employment and training systems, the balance between programs of inquiry and service activities, and the whole area of appropriate accountability are examples of other specific areas that need clarification.

Unfortunately, as you recall from the section of my testimony on accountability, we currently are living with a mentality whereby we are "pulling up the grass every week to see if the roots are growing."

Reauthorization Recommendations

Other Programs of National Significance

The Congress should continue its support of the National and State Occupational Information Coordinating Committees. It should also provide opportunities for the Secretary to make discretionary project awards relating to administrative priorities. These discretionary awards should center on the most pressing national problems, and should utilize contracts, grants, and cooperative agreements as appropriate. Additionally, some of the awards should be based on field-initiated proposals. Such a procurement plan would provide greater opportunities for members of the scientific community to apply their imagination and creativity to national priority problems, and to engage more actively in their solution. The present practice of specifying

the activities through a request for proposal (RFP) delimits initiatives to the views of the bureaucracy and does not provide appropriate opportunities for members of the scientific community to participate in designing alternative strategies.

I would also recommend continued support for the curriculum coordination centers, and suggest that we continue strengthening their working relationships with the National Center, the research coordinating units, personnel development units, and other major instrumental in vocational education program improvement.

The National Center for Research in Vocational Education

The reauthorization should continue to specify that there shall be a national center for research in vocational education.

The National Center should retain its present six interdependent functions specified in the Education Amendments of 1976. The function on evaluation should be broadened to encompass planning and evaluation. The Advisory Council provisions should be retained, and representation of congressional perspectives should be included in the Advisory Council membership. It would also be helpful to specify the type of accountability that is considered appropriate and adequate.

We need a better sense of congressional intent with respect to whether the National Center is to be an arm of a specific administration aiding in implementing that administration's goals and programs, or whether it is to take a longer-term perspective on problems and issues that may not be conveniently resolved in

four-year time frames. For example, we began our initial work on vocational education in corrections in 1974, on entrepreneurship in 1975, and on business-industry-labor linkages and economic development in 1976. It is accurate to state that at the time these efforts were begun, they were not the priorities of the incumbent administration. However, because we were free to undertake these activities, our completed work has been available to undergird these very appropriate national priorities as they have been recognized by this administration.

Are vocational R&D funds "political spoils," or should they have programmatic quality and integrity of their own?

Additional key questions for the Subcommittee are (1) Do you want the National Center to concentrate on research and development activities that will assist the vocational education enterprise in implementing the new amendments that you are writing, (2) Do you want the National Center to be thinking further ahead to the problems and issues that you might be considering in the next reauthorization process, or (3) Do you want us to engage in both? The Mid-Contract Review panelists addressed this problem in the following statement:

Decisions are made to facilitate the development of a product or service on time, which is within the budget, and which is useable by a variety of audiences. Since the contract must have a one-year option negotiated each year, the Center feels pressure to prove the worth of its efforts by having a rather large set of products each year that illustrate their efforts. This pressure for a yearly product orientation is intensified by the "5-year impact" restriction that exists in the 1976 Vocational Amendments. While it is not explicitly stated in the National Center authorization, it creates an expectation that all products should have an impact in the field within five years of their completion.

Thus the decisions tend to be in the direction of achieving solutions to short-term problems in the field rather than identifying those that need long-term solutions.

The evaluation team impaneled by the Department of Education for our Mid-Contract Review also recommended that the National Center operate under a grant rather than a contract. It was the member's view that a grant provided a better mechanism for supporting the kind of research activities expected of the National Center. Additionally, a grant relationship greatly facilitates the collection of data and other information-gathering activities. The report states:

Part of the problem is the requirement that the Center be on a contractual rather than on a grant basis. It is noted that preaward audits for the past three years and postcontract fiscal audits for the past two years have been successful without exception.

State Program Improvement

Here I would urge that the Congress reconsider its position on the five-year impact rule appearing in section 131b, which reads:

No contract shall be made pursuant to subsection (a) unless the applicant can demonstrate a reasonable probability that the contract will result in improved teaching techniques or curriculum materials that will be used in a substantial number of classrooms or other learning situations within five years after the termination date of such contract.

The practical consequences of this rule have been to skew investments in state and national program improvement toward shorter-range activities (primarily curriculum development) with a more assured but more limited payoff. We need a balanced portfolio. Perhaps leadership and curriculum development

activities should remain under this mandate. However, we need the freedom to undertake longer-term investigations that are necessary to study major problems. These longer-term investigations should have the promise of greater ultimate leverage on vocational education program improvement.

Congressional language is also needed that strengthens state responsibilities for dissemination and for building on the relationships that have been established during the current authorization period among the National Center, curriculum coordination centers, and states.

Support for Continuing the National Center for
Research in Vocational Education Provision in
Reauthorization

Recognition of the importance of the National Center provisions in the amendments and the effectiveness of The Ohio State University in carrying out this assignment is embodied in the action of key groups and organizations that have endorsed the retention of provisions for a national center in their legislative statements. These groups and organizations include--

- o the U.S. Department of Education;
- o the American Vocational Association;
- o the National Association of State Directors of Vocational Education;
- o the National Advisory Council for Vocational Education;
- o the American Vocational Education Research Association;
- o the University Council for Vocational Education; and
- o the National Association of Large City Directors of Vocational Education.

Senate Bill 2325, the Vocational and Adult Education Consolidation Act of 1982, introduced by Senator Hatch also provides for a national center for research in vocational education. While the U.S. Department of Education's draft and Senate Bill 2325 are permissive with regard to a continuing provision for a national center, the legislative statements of the other seven key groups and organizations recommend its continuation be mandated in the reauthorization.

FUTURE RESEARCH AND DEVELOPMENT NEEDS

While it is tempting to talk about exotic alternatives and the potential for dramatic breakthroughs, I am inclined to believe that there are no easy victories. Hence, it is essential to focus limited resources for program improvement on major interventions that promise to strengthen and enhance America's mainstream system for career-oriented vocational training. In discussing unmet needs, the major problem is not to generate a list, but rather to reduce such a list to manageable proportions and to give some sense of priority. We should also note that most of these suggestions are not new items. Rather, they represent persistent problems that need to be addressed continually through Program of National Significance.

It is important to remember that every problem in general education has a parallel in vocational education. Additionally, we have the concerns of trying to assess labor market trends and shifts, to match program offerings to labor market demands, and to serve the needs of varying age and learner groups.

Teaching and Learning

The essence of the problem is still teaching and learning. Stripped of current rhetoric and fad issues, the priorities for vocational education R&D remain the essential problems of improving teaching and learning. Whether we add concepts from emerging technologies or upgrade the basic skills requirements of

vocational curricula, we are still faced with the issue of improving teaching and learning for all learner and age groups. Emphasizing ties to the business community is but one facet of the curriculum issues facing vocational educators. In addition to relevant content, attention must be given to scope, sequence, articulation with other courses, basic and social skills, work attitudes, and current and changing performance requirements of jobs, to name but a few issues. Whether we teach youth or adults, males or females, mainstream or exceptional students, we must follow the established principles of learning and build on the learning and knowledge each student brings to class. We must present new information in ways that individuals of varying abilities and interests can comprehend, integrate, and use. Instructional technology is just a fancy way of acknowledging that teachers need a special repertoire of means and media for presenting material to students, for providing drill and practice, and for providing feedback. Turning to teachers and teaching, we need not just technological updating, but adequate recruitment, preparation, and inservice development of vocational teachers. State and local policies impacting on instructional quality need to be reassessed. What is needed is to take seriously our charge to be educators, to promote maximum learning and the best teaching with an immediate and long-range vision toward the occupational and career development of our students.

Further, in most of the major problem areas, vocational education is only part of the solution; that is to say, major problems of skill shortages, displaced workers, productivity, access and equity, depressed geographic areas, functional literacy, and so on, result from multiple causation. Perhaps the most urgent need is to make data-based decisions about vocational education. The second most urgent need is for procedures and mechanisms for focusing and coordinating various legislative interventions on these problems.

As I indicated earlier in testimony before the Senate Subcommittee on Employment and Productivity on August 25, 1981, the National Center is concerned with employability systems beyond that of vocational education. To guide us in this effort, we have formulated what we call the federal macropolicy question, which states: "What agencies best prepare which individuals, for what kinds of occupations, under what conditions, with what affects, at what stage of their lives (with appropriate attention to their general education development and role as citizens in a democratic society)." It is clear, therefore, that we need to know a great deal more about each of the employability systems, the clients they serve, the kinds of occupations for which they provide preparation, and the relative success of completers. Additionally, we need to have a better understanding of how these systems interact and the manner in which they aid various individuals at different life stages.

Toward this end, I am recommending that, in the reauthorization process of vocational education and related employment and training legislation, attention be given to expanding the provisions for research, development, evaluation, and policy studies that would enable us to better understand not only the individual delivery systems and their relative success, but also their interactions as we move toward a more comprehensive and coherent human resource policy. R&D funds are needed to address the broad questions and the interactions of subsystems. Most R&D dollars are now focused on the categorical dimensions of individual delivery systems.

I have organized specific suggested priorities in the following manner: (1) immediate needs and (2) long-range priorities:

Immediate Needs

Improved Coordination

We need to evolve creative procedures and structures for focusing and deploying funding from multiple legislative authorizations for critical problem areas. We need to find ways to bridge jurisdictions and disciplines.

Financing Vocational Education

Studies on the problems of financing vocational education demand attention. Are there ways that incentives can be built into the federal legislative structure to stimulate state and local investments and reward implementation? What is an

equitable distribution between federal, state, and local resources? How do we more effectively target federal dollars through state foundation program formulas, and through state legislative bodies that are beginning to "reappropriate" federal monies? Can we devise formulas to take into account equipment, facilities, and instructional costs.

Improving the Responsiveness of Vocational Education to Special Needs

Continuing investigation and development are needed to improve access and equity. Pilot projects on alternate funding patterns for disadvantaged students should be conducted. Alternate forms of remedial compensatory programs seem to merit further review.

Establishing Creative Partnerships

There are continuing needs for creative and imaginative approaches to link the vocational education school-based enterprise more effectively with the employment and business community--such as improved processes for sharing equipment, facilities, and personnel. Cooperative education and work-study programs hold promise but need higher levels of commitment and standards. Additionally, we need more powerful insights into what knowledge, skills, and abilities can be learned best in a variety of settings.

Self-employment

We must focus increased efforts on optimizing vocational education's capacity to expand the number of completers who become self-employer.

Technological Advancement

If America is to improve its international balance of trade, improve productivity, and remain in the forefront of technological development, vocational education at secondary, postsecondary, and adult levels must be more attuned to growing and developing occupational areas and must provide improved procedures to assimilate and install new technology rapidly in career-oriented vocational training programs.

Preventing Youth Unemployment

In addition to solving current youth unemployment, we need to place more attention and resources on preventing youth unemployment. Such interventions might take the form of improved career planning, better occupational information, more extensive community involvement and interaction, part-time employment, flexible programming, remedial and compensatory educational services, and improved placement and follow-through programs.

Adult Training and Retraining

For education, the decades of the 1960s and 1970s were dominated by youth issues. In contrast, during the 1980s and 1990s the educational community in general and the vocational education community in particular will increasingly be concerned

with adult education issues. The reasons are straightforward. Changing demographic patterns reveal an aging population. This trend will continue. Similarly, the economy is undergoing a major shift, with the proportion of the work force involved in manufacturing declining sharply while the service sector continues to expand. The result is an increasing number of adults unemployed, underemployed, and displaced from what once appeared to be lifelong careers. Vocational educators, especially those at the postsecondary level, must find ways to reach those adults, must develop appropriate programs to retrain those individuals, and must prepare younger workers for multiple careers. Attention must be given to the demands of growing high-technology fields and the increasingly bifurcated labor market, in which large numbers of previously semiskilled jobs became either deskilled or highly skilled as a result of advanced technology.

Strategies for Strengthening Vocational Education's Institutional Capacity

There is a continuing need for Programs of National Significance to assist in strengthening vocational education's institutional capacity to respond to acute social, economic and education demands, and to serve regular program needs. A variety of investigation and development efforts are needed to strengthen the vocational education enterprise's institutional capacity. Some of the more promising areas for improvement are in the area of planning and evaluation.

Personnel Development

In addition to meeting the demand for new and replacement personnel at various levels, personnel development programs (pre-service, in-service, and graduate) must confront the implications of technological advancement in new and growing occupations, implement new educational technology, deal with the consequences of mainstreaming, contribute to individual educational planning and progress, and modify teaching strategies for differing age and learner groups.

Career Planning and Support Services

We need to deliver current occupational information more effectively to (1) facilitate career planning; (2) increase student interaction with a diversity of adult role models in community-based settings; (3) enhance curricula-based career guidance; and (4) provide more effective placement follow-up and follow-through systems to facilitate transition from school to work and job advancement.

Long-Range Priorities

In addition to the foregoing critical and immediate topics, there are additional longer-term yet equally imperative needs that cry out for additional investigation, program development, and evaluation. However, with limited funds, the current requirement to demonstrate program impact in substantial numbers of classrooms or other learning settings probably will not be adequately addressed under current authorizations for Programs of

National Significance. Some of these critical issues relate to the changing role of work in individual life-styles; changing work attitudes of American's; humanizing the workplace; the impact of technology on work; flexible work schedules; career transitions and displacements; retirements; and changing relationships between the home, family, and work settings.

We need to address vocational education's role in extending and expanding continuing opportunities for the aging. We need a more aggressive and extensive program of preparing researchers and evaluators. Continued attention should be given to comparative education and human resource policies. Finally, we must participate in the search for coherence and optimal relationships between vocational education and other components of human resource development.

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PERSPECTIVES REGARDING THE PROCUREMENT PROCESS FOLLOWED IN
AWARDING THE NATIONAL CENTER FOR RESEARCH IN VOCATIONAL
EDUCATION CONTRACT IN ACCORDANCE WITH RFP 82-028

You have asked me to comment on the formal procurement process for the National Center contract award that was initiated May 27, 1982, with the Department of Education's release of request for proposal (RFP) 82-028. We have since learned that over 500 copies of the RFP were distributed nationwide. The closing date for submission of proposals in response to the Government's request was July 30, 1982. The Ohio State University filed its proposal on that date in accordance with prescribed procurement procedures.

Neither the RFP nor other publicly available documents disclosed the nature or extent of the review process. On October 19, 1982, an "outside" expert peer review team accompanied by Dr. Worthington, Assistant Secretary, Office of Vocational and Adult Education, U.S. Department of Education and Mr. McGettrick, Director, Assistance Management and Procurement Services, Department of Education, completed a site visit at The Ohio State University to review proposed staffing, facilities, and organizational resources, following an earlier visit to the other competing institution. According to a memorandum from Dr. Worthington to Mr. McGettrick dated January 5, 1983, this expert peer review team later reviewed the proposals submitted in response to RFP 82-028 and provided their recommendations to the Department's Contracts Office.

On November 24, 1982, The Ohio State University received Amendment #2 to RFP 82-028 that specified full-time equivalent personnel levels for selected major functions and specified tasks contained in the Government's request. On November 30 - December 1, 1982, The Ohio State University was engaged in best and final negotiations with Department of Education personnel in Washington, D.C. The Ohio State University submitted its best and final proposal and budget to the Department's Contracts Office on December 10, 1982. On January 13, 1983, The Ohio State University was requested to enter into a contractual arrangement with the U.S. Department of Education for an amount of \$4,369,947 for the initial twelve-month period. Newspaper accounts indicate this amount exceeded the resource level submitted by the competing institution, but the amount was well within the congressionally established level of "at least \$5,400,000" budget set on August 13, 1982, for the National Center contract year commencing January 16, 1983.* On June 1, 1983, the Department of Education awarded an additional \$1,030,053 to support a set of Department-designated efforts. The additional award increased the level of funding for the contract year to the \$5,400,000 minimum level specified by Congress.

Further, a review of the Department's analysis of the level of effort submitted by the two competing institutions (memorandum from Dr. Worthington to Mr. McGettrick dated January 5, 1983)

*H.R. Conference Report 97-717; Making Supplemental Appropriations for Fiscal Year Ending September 30, 1982, and for Other Purposes

clearly explains and substantiates the differences in scope and effort reflected in the proposed budget levels submitted to complete the congressionally mandated functions of the National Center during its sixth year of operation. The Worthington memo seems to indicate that The Ohio State University level of effort appears to be at least one-third greater in work scope to be completed (based on both number of tasks and number of deliverables) when compared with the competing institution's level of effort presented in this memorandum. This does not take into account institutional experience and capacity to perform.

In summary, it is our understanding that the General Accounting Office issued a report (Number B-205428) on August 31, 1983. Subject: Review of Contract Award for Management of National Center for Research in Vocational Education. The report concludes, "In view of the past decisions of the Comptroller General that a contracting officer is not bound by the recommendations of an advisory panel, and based on our review of the procedures followed in awarding the contract, we believe that the award to Ohio State University complied with applicable procurement regulations."

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SUMMARY

In summary, we can report that your investments in improvement activities at the national and state levels are making a difference; that essential capacities have been developed, and key linkages have been established. We still have problems, but we are working hard to overcome them. We must remember that research and development takes time. Programs of inquiry that yield significant results and implications for vocational education must be carefully selected, designed, and executed. Additionally, vocational education must monitor the research of other disciplines for its potential application to our field. We need to "engineer" useful products and interventions, try them out in appropriate settings, and validate their results. Appropriate dissemination and training must be undertaken. Again, we are working against a time factor. The point I want to make is that these activities should be ongoing, uninterrupted processes.

I want to assure you that there are now many research and development products growing out of the state and national program improvement investments. Such products are coming on-line, addressing such significant problems as increasing the responsiveness of vocational education to special populations, increasing sex fairness, improving planning and evaluation, and improving vocational education's ability to contribute to economic development and national defense. Many other significant areas are also under investigation and development.

Implementation will require appropriate dissemination and training activities.

One of our continuing challenges is to apply the canons of science to problems of vocational education in order to invest and administer our resources wisely. To avoid insularity, we must capitalize on the work of other disciplines and effectively articulate with a wide range of key actors toward the end that programs of vocational education can be responsive to the full range of individual and societal needs.

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(EDITOR'S NOTE: In the interest of economy, the Appendices accompanying Dr. Taylor's statement were retained in the files of the Committee.)

Senator STAFFORD. I think, Dr. Worthington, if you can stay a few more minutes, it would be advisable for you to do so.

Mr. Wilken:

Mr. WILKEN. Thank you, Senator Stafford.

I have been requested to come here this morning to give a hand in summarizing an evaluation study sponsored by the U.S. Department of Education of the work of the National Center in its research project essentially over the first 3 years of its existence. The study was done last year by the OPBE, Department of Education, was conducted by an expert panel of nine individuals whose credentials are fully detailed in my written statement.

I should like to briefly summarize the major findings of the panel and then move on to what this Committee correctly regards as the major issue concerning the National Center, and that is what should it be, what changes, if any, should be made in its existing authorization legislation.

The panel reached essentially four conclusions about the Center's work. First, the Center has done generally a good job in producing research, development, and dissemination of materials. It addresses everyday problems provided by providers of vocational education.

The words "practicing vocational educators are likely to find many of the Center's products useful in dealing with routine operational problems." Nonetheless, the panel was critical of the National Center in a number of respects, its research products. Essentially the panel felt that the products as they stood at the time it examined them added comparatively little to our understanding of what it takes to provide high-quality, cost-effective vocational education. The panel felt—and I quote here—that its studies "do not ask sufficiently searching questions about the performance of the present vocational education system. They do not concentrate sufficiently on identifying the organizational, structural, and behavioral characteristics of effective and equitable vocational education programs. And they conceive the problem of improving vocational education much too narrowly."

In short, the panel felt clearly that the main thrust of the Center's work ought to be of an employed policy variety than assisting in the nuts and bolts problem of routine program administration.

The panel was complimentary of the Center's editorial quality in the panel's report of the National Center's work. And the panel was also quite complimentary of the Center's work in disseminating information through practicing vocational educators.

I guess the major concern was again that the panel felt that the Center's work has done little, at least to that point, in fact, that not more than 1 in 20 of the projects reviewed added "a great deal to the field of knowledge of vocational education."

Now, clearly this study was done only on the first 2 to 3 years of work of the Center in research products. It does not cover work that has been done in the last 2 years. And I must say on a personal note that as one who reads a lot of this literature, that I have noted some considerable improvement, frankly, in the work, responsively to changing Labor Department demands as a good example, of which some of the kinds of work, I suspect, the panel was looking for and hoping to find in its review of the Center's work.

Regardless, however you may feel about what the panel came up with, whether you agree or disagree—and you will hear undoubtedly lots of pros and cons in the panel's report—I think its debates, points out, and raises two very basic questions which are essentially here, first, what type of research will do the most to increase the effectiveness and equity of the vocational education? Second, what congressional outlays in vocational education research are translated into real improvements in the effectiveness and equity of the Nation's vocational education programs?

Let me quickly enumerate a number of the strategies which the panel identified, discussed, and to elaborate a bit from a personal perspective.

First, it seems to me that the panel, in essence, said that wherever a center is, no matter how it is funded, it ought to shift away from the kind of emphasis it has had in research, mainly emphasis on nuts and bolts assistance to practitioners running programs, to a kind of work which deals with questions for which there is no natural funding market. The panel, in essence, in its informal discussions said, "Look, there are lots of places that local schools and other educational institutions can get help in solving routine programs—without demeaning the importance of that type of assistance." In fact, while admitting to its great importance, the panel felt, in essence that that type of work should not be the national priority. The national priority should be dealing with questions which States and local localities educational institutions cannot fund very well on their own.

Second, the panel acted much more as a broker than as direct research supplier. Its direct concern here was making certain that the best talent be attracted to this field.

Third, the panel felt that the Congress should take a very close look in its current legislation at the effect of achieving focus on the Center again, no matter where it is. All were convinced that it is under too much pressure to do too much for too many interests.

Several members of the panel noted some of the most important issues in applied vocational education research are simply too big and too complex to address in this kind of context. The panel felt particularly that the Center needs to be able to do more work on a multineed basis and felt legislative changes necessary.

Now, I recognize—if I may take 30 seconds to finish. I recognize that the Senate and the House had concerns about the accountability of multiyear research, large yield research projects. I would suggest, however, that there are some practical ways in which the Congress can get around this problem, and, in fact, make sure that multiyear research is accountable and, in fact, can, by more than its getting with its current dollars. One approach that is suggested, at least as part of a strategy which the Congressmen want to consider, has been used many years with great results since the mid-seventies. The NIE has provided NCSL approximately 100,000 a year. No legislature, however, may receive a subcontract from NCSL unless it agrees to three conditions. One, it must compete for available funds with legislatures from other States; second, it must match any Federal funds on a dollar-for-dollar basis either with cash or in-kind resources; third, it must consent to have its work

reviewed both prior and after completion by a team of senior legislators from other States.

This approach has three demonstrated virtues. First, it is assured a sufficient expenditure of Federal dollars. Neither State Legislatures nor any other organization will invest research on trivial problems.

Second, it is encouraged direct participation in the research process by the client. Right now we perform so much of our research, whether in vocational education or any other field, we try to wholesale information. And that is often what people do not need. They need specific information.

And the last, it has produced concrete results. And I underscore this.

The projects which NCSL has supported with NIE assistance, well over half have produced recommendations which have been enacted into State law or regulations within 1 or 2 years after completion of the projects, a success story which I am afraid comparatively few Federal research projects can claim.

In short, I would simply say on a personal note that I think much more needs to be done to bring research close to the client and to make sure that in fact whatever a national center looks like, wherever it is, that the national center has the capability to achieve focus on what it is doing and to produce work which is directly germane to the client population.

Senator STAFFORD. Thank you very much, Mr. Wilken.
[The prepared statement of Mr. Wilken follows.]

VOCATIONAL EDUCATION RESEARCH: PAST, PRESENT, AND FUTURE

Testimony submitted to:
United States Senate
Committee on Labor and Human Resources
Subcommittee on Education, Arts and Humanities
Oversight Hearings on The Vocational Education Act
October 18, 1983

by:

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The Committee on Vocational Education Research nearly a decade ago concluded that federally sponsored studies of vocational education issues left much to be desired. It complained that too much work was trivial, that too much work was methodologically unsophisticated, and that too much work was conducted in isolation from related research in other fields.

Recognizing the importance of quality research in vocational education, the Congress sought to improve work in the field in 1976 by creating the National Center for Research in Vocational Education. Section 171(a)(2) of the Education Amendments of 1976 assigns the Center responsibility for six broad research, development, and dissemination functions, including to:

- o conduct applied research and development on problems of national significance in vocational education;
- o provide leadership development through an advanced study center and inservice education activities for State and local leaders in vocational education;
- o disseminate the results of research and development projects funded by the Center;
- o develop and provide information to facilitate national planning and policy development in vocational education;
- o act as a clearinghouse for information on certain contracts made by states and the federal government;
- o work with states, local education agencies, and other public agencies in developing evaluation programs which will lead to job training programs which are more closely related to available jobs.

One Report Card

Early in 1982, the U.S. Department of Education, Office of Planning, Budget, and Evaluation (ED/OPBE) contracted with Technassociates, Incorporated, to evaluate the National Center's performance in one key area -- research products published and delivered to the Office of Vocational and Adult Education between January 1978 and January 1982.

Importantly, the ED/OPBE study is the first and only evaluation of NCRVE's written deliverables to be supervised by an agency without a direct interest in the outcome. It also is the most substantial one-time examination of NCRVE's work, covering most of the first contract period and involving nearly 100 days of review by members of the evaluation panel.

The nine members of the panel were selected on the basis of recommendations from within ED/OPBE and from several major organizations with an interest in vocational education including: (1) the American Association of School Administrators; (2) the American Association of Community and Junior Colleges; (3) the American Federation of Teachers; (4) the American Vocational Association; (5) the Chamber of Commerce of the United States; (6) the Council of Chief State School Officers; and (7) the National Governors' Association. Members of the panel were drawn intentionally from diverse backgrounds and included:

- o Samuel Barrett, former State Director of Vocational Education, California Department of Education, Beaumont, California;
- o Stanley Barnett, Chairman, Vocational Education Program, Edsal Ford High School, Dearborn, Michigan;
- o Jaqueline Danzberger, then Executive Director, Youthwork, Incorporated, Washington, D.C.;
- o Hugh Gordon, Director of Personnel, Lockheed-Georgia Corporation, Marietta, Georgia;
- o Alan Gustman, Professor of Economics, Dartmouth University, Hanover, New Hampshire;
- o Gareth Hoachlander, President, MPR Associates, Inc., Berkeley, California. Formerly, Director, Project on National Vocational Education Resources, National Institute of Education Vocational Education Research Project;
- o James A. Kelly, President, Spring Hill Conference Center, Wayzata, Minnesota. Formerly, Education Program Officer, the Ford Foundation;

- o George Smith, Superintendent of Schools, Mesa, Arizona, and Member, U.S. Department of Education Intergovernmental Advisory Committee;
- o David White, Assistance State Director of Vocational Education, District of Columbia Public Schools.

In professional jargon, the panel conducted a "summative-intrinsic" evaluation based on a stratified random sample of the National Center's publications delivered to the Office of Vocational and Adult Education under Contract 300-78-0032. In plain English, each member of the panel reviewed approximately 25 of the National Center's written deliverables and offered professional judgments on their collective merit. After several weeks of review time and two meetings in Washington, it reached the following consensus:

- o The National Center has done a good job of producing research, development, and dissemination materials which address the every-day problems confronted by providers of vocational education. In the words of the panel's report, "Practicing vocational educators are likely to find many of the Center's products useful in dealing with routine operational problems."
- o Nonetheless, the National Center's research products add little or nothing to our understanding of what it takes to provide high quality, cost-effective vocational training. In particular, the panel felt that the Center's studies "do not ask sufficiently searching questions about the performance of the present vocational education system . . . do not concentrate sufficiently on identifying the organizational, structural, and behavioral characteristics of effective and equitable vocational education programs . . . [and] conceive the problem of improving vocational education much too narrowly."
- o The editorial quality of the National Center's written deliverables ranges from good to excellent, but the scholarly quality of its work "generally lags far behind the prevailing standards of excellence in the nation's best research institutions." In the words of one panelist, "[the Center's] research documents pertaining to vocational education outcomes . . . [are] almost devoid of behavioral models, and certainly are based on modeling and analytical techniques that are well behind the best that economic research has to offer. As a result, they are very far away from being able to ask how and why the different programs of which vocational training is comprised affect outcomes"

- o The National Center has done a good job of producing materials which disseminate information coming from within the vocational education community, but it has done little to push back the frontiers of knowledge. Not more than one-in-twenty products reviewed by the panel was rated as adding "a great deal" of knowledge to the field, and almost half were rated as adding "very little" or "nothing."

Implication of the OPBE Study

Clearly, these findings deal only with a part of the National Center's work. Moreover, they such not be construed as passing any judgment on the research deliverables which have been produced by the Center in the last two years and which, with few exceptions, were not available for review by the OBPE panel. Indeed, some of the Center's most recent research is a clear cut above most of the work that was available for the panel's examination last year. The Center's work last year on the responsiveness of vocational training institutions to changing labor market demands is a good example of this progress. Nevertheless, the OPBE evaluation raises or implies two important questions worthy of congressional scrutiny and legislative action:

- o First, what type of research will do the most to increase the effectiveness and equity of vocational education at the secondary and post-secondary levels?
- o Second, what can Congress do to increase the likelihood its outlays on vocational education research are translated into real improvements in the effectiveness and equity of the nation's vocational education programs?

Direction of Research. Thus far, the Center has placed its bets mainly on generating documents aimed at providing "nuts and bolts" assistance to practitioners on routine programmatic problems. But should this type of work, no matter how well executed, be the main focus of a National Center?

The OPBE panel clearly thought that the Center should place its emphasis

elsewhere -- primarily on identifying the variables which differentiate between "effective" and "ineffective" vocational programs, and closely related, on developing practical improvement strategies at the policy level. Clearly, this is a judgment call, but it is not unreasonable.

It is doubtful that any national agency is apt to be highly effective in providing "wholesale" solutions to the idiosyncratic problems of individual institutions or agencies. Moreover, there are many organizations capable of responding to schools' demands for assistance on routine problems in operating vocational programs. There is no "natural" market, however, for applied research which looks into questions which go beyond the immediate needs of particular agencies or institutions. The cost simply is disproportionate to the likely benefits.

Effectiveness of Research Effort. Members of the OPBE panel frequently asserted that Congress could do much to improve the basic operating capacity of the National Center -- no matter what institution is awarded responsibility for its operation.

Several members urged that the Congress should view the Center more as a research "broker" than as a direct research supplier -- a strategy which make it easier for the Center not only to attract top flight research talent from many fields, but also to adapt to the changing requirements of market for vocational education research.

Further, all members of the panel concurred that steps should be taken "to broaden and diversify the interests" considered in developing the National Center's overall agenda. While recognizing that the Center has included many different types of constituencies in its total program, members of the panel felt

that the Center's direction was guided too much by the needs and concerns of the vocational education fraternity, and not enough by business, labor, and general government policymakers.

Effecting this change, however, probably will require some fairly basic revisions in legislation. I would urge in particular that Congress consider the measures which might do for research in vocational education what many hope will result from the private-public partnership provisions of the new Jobs Partnership Training Act. For example, perhaps the Congress ought to think about a National Center operated not just by a research institution per se, but a new creature in which business, labor, and the research community would be full and equal partners.

In addition to revising the governance of the Center, the Congress also should take a close look at ways of enabling the Center to develop a more focused research agenda. No matter how the OPBE panelists felt about the quality of the Center's work, all felt that it is under too much pressure to do too much for too many interests. Further, the panel asserted that this problem is aggravated considerably by provisions in current policy which make it difficult for the Center to undertake multi-year projects. As several members of the panel noted, some of the most important issues in applied vocational education research simply are too big and too complex to address in the comparatively brief, one-year projects which dominate the Center's agenda today.

Clearly, Congress was not without reason in placing emphasis on projects which lead to short-term benefits. Anyone familiar with the world of research knows that long-term studies sometimes take on a life of their own with little or no concern for the needs of their intended beneficiaries. I believe, however, that there are several ways of assuring that this does not happen.

One approach which deserves special scrutiny by the Congress has been used for several years with great success in a contract between the National Institute of Education and the National Conference of State Legislatures. Since the mid-1970's, NIE has provided NCSL approximately \$100,000 annually to support research on school finance policy issues by state legislatures. No legislature, however, may receive a sub-contract from NCSL unless it agrees to three conditions. First, it must compete for available funds with legislatures from other states. Second, it must match any federal funds on a dollar-for-dollar basis either with cash or in-kind contributions. Second, it must consent to have its work reviewed prior to completion by a team of senior legislators from other states.

This approach has had several demonstrated virtues. It has assured efficient expenditure of federal dollars: neither state legislatures nor any other organization will invest research on trivial problems. It has encouraged the direct participation in the research process by the client. It has brought policy research directly into the policy arena. And most important, it has produced concrete results. Of the projects which NCSL has supported, well over half have produced recommendations which have been enacted into state law or regulation within a year or two after their completion -- a real success story by any standard.

Summary

Clearly, the Congress is apt to hear a lot about the OPBE evaluation. Yet regardless of how one feels about its conclusions, this is an appropriate time to ask -- has the National Center lived up to our expectations, and equally important, how can it be improved? Regardless of how they felt about the quality of the Center's work, members of the OPBE review panel concurred unanimously that there should be a well-funded federally-supported National Center for research, development, and dissemination in vocational education. "The question," said one, "is how do we build on what's there?"

Senator STAFFORD. Dr. Worthington, let me address a question to you, and that is this: during the period in which the contract proposals of the University of Tennessee and Ohio State University were being reviewed, this subcommittee's staff and others in the Congress were contacted by outside individuals who were pleading that the contract process was conducted fairly.

I have before me—I guess it's been referred to as a copy of the summary sheets completed by the selection panel. Tennessee was selected as superior by scores of 95 to 51, 82 to 69, 84 to 71, 96 to 95, and 81 to 70.

Ohio State had two winning readings of 91 to 69 and 90 to 76.

In light of that fact and the additional fact that Tennessee had a more inexpensive proposal, could a process where the panel was ignored be called, in your opinion, fair?

Dr. WORTHINGTON. Well, I tried quickly, Mr. Chairman, to point out some of the discrepancies in the panel's evaluation. And I should point out that the total number of points given by the panel, the University of Tennessee's was 82.9 and Ohio University's was 76.6, a difference of only 6.3 points total.

And you will find if you have an opportunity to read my 35-page memo, analyses each one of the scoring differences.

I should point out that we are not bound to follow the recommendation of a technical panel. It is purely advisory in nature. The GAO study found that we followed all the applicable rules and regulations and conducted the procurement legally and in the best interests of the government.

I should also point out in regard to the cost of the procurement, it was pointed out by one of the witnesses—that the RFP was modified by the contract officer. The only modification done at the end was to establish the total amount of funds available, which were in the original RFP. But the best and final offer by the University of Tennessee was \$3.1 million, to round it off, and for Ohio State it was \$4.3 million.

I should point out that the Ohio State University's proposal included a 38-percent overhead. The University of Tennessee waived their overhead of 45 percent. They did not tell us what they were doing in the second, third, fourth, and fifth year of the contract.

If their overhead of 45 percent had been included; it would have raised their cost by \$1.15 million, which would have put them higher.

The RFP clearly says that there would be no consideration given to that kind of activity, like holding back a usual overhead rate. That was clearly pointed out in the RFP.

< [Information supplied for the record follows:]

RESPONSE OF DR. WORTHINGTON

The University of Tennessee did waive a 45 percent indirect cost rate; rather, the indirect cost amount of \$964,118.37 was included in our total offer of \$3,106,603.61. Attached is the "Summary Budget Sheet" and the Projected Budget, Years 2-5" which were submitted by The University of Tennessee to the United States Department of Education.

The RFP indicated that after Year 1 a special overhead rate would be negotiated. As can be seen from "Projected Budget Year 2-5," (which is based on the 45 percent rate) the projected budgets totaled \$20,242,399. As per RFP requirements a new rate would have been negotiated which would have lowered cost in Years 2-5.

SUMMARY BUDGET SHEET

Functions

	1 Applied R&D	2 Leadership	3 O & U	4 IH/P&P	5 Clearinghouse	6 Evaluation	Management	Liaison	Designated Studies	TOTAL
Salaries	\$299,749.00	\$159,881.25	\$212,709.73	\$135,479.50	\$155,704.33	\$88,835.00	\$259,000.16	\$47,427.50		\$1,352,786.47
Fringe Benefits	61,604.75	21,937.07	44,985.95	29,078.10	31,076.08	18,667.00	59,766.79	11,856.88		270,472.62
Consultants	8,800.00	0.00	2,100.00	0.00	9,000.00	1,200.00	10,200.00	0.00		31,300.00
Travel	22,406.00	25,762.00	19,100.00	4,538.00	10,879.00	3,564.00	25,409.00	12,336.00		123,924.00
Postage	1,400.00	3,200.00	7,720.00	520.00	360.00	560.00	1,020.00	59.00		44,839.00
Telephone	10,236.00	7,560.00	19,803.80	5,112.00	5,652.00	3,600.00	9,504.00	720.00		62,247.80
Duplication/Printing	7,840.00	4,100.00	51,046.00	2,124.00	13,950.00	2,300.00	4,040.00	60.00		86,079.00
Supplies and Materials	3,376.00	3,200.00	20,680.00	2,796.00	1,860.00	1,080.00	3,200.00	340.00		36,352.00
Other Services	7,100.00	0.00	1,000.00	4,100.00	26,000.00	1,100.00	2,600.00	0.00	84,514.35	126,414.35
Direct Costs	\$422,571.75	\$220,080.32	\$409,144.48	\$183,717.60	\$251,481.41	\$120,905.00	\$374,239.95	\$72,799.39	\$84,514.35	\$2,112,405.21
Indirect Costs @ 4%	190,157.29	99,035.14	184,115.02	82,686.42	114,516.64	51,407.70	159,407.98	32,759.72	38,031.46	964,118.37
TOTAL	\$612,729.04	\$319,116.46	\$593,259.50	\$266,404.02	\$368,998.05	\$175,313.70	\$542,647.93	\$105,559.10	\$122,545.81	\$3,106,603.61

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PROJECTED BUDGET, YEARS 2 - 5

Year 1		\$ 3,106,603.61
Year 1 budget reduction for transition costs	\$ 250,000.00	
	<u>\$3,356,603.61</u>	
Year 2		
10% cost of living increase,	\$335,660.39	\$ 3,692,264.00
Year 3		
10% cost of living increase	\$369,226.00	\$ 4,061,490.00
Year 4		
10% cost of living increase,	\$406,149.00	\$ 4,467,639.00
Year 5		
10% cost of living increase,	\$446,764.00	<u>\$ 4,914,403.00</u>
ESTIMATED, Years 1 - 5		<u><u>\$20,242,399.00</u></u>

Senator STAFFORD. Dr. Peterson, having gone through the selection process in this case, would you recommend that the University of Tennessee apply again in the future?

Dr. PETERSON. Under the present circumstances I could not recommend to any university in this Nation, that they bid on this program. If the circumstances are changed, if it is conducted in a different manner, we will most certainly bid again.

Senator STAFFORD. Thank you.

Dr. Taylor, in an article printed by the Citizens Journal newspapers, you were quoted as saying you did not solicit the letters sent by the members of Congress Secretary Bell, which supported Ohio State's selection?

Yet, senior members of your staff did telephone some of the Senators' constituents in Vermont and expressed concern about how the contract competition was doing, and apparently your staff implicitly recommended that they contact Washington. My staff indeed received a communication in this regard. In light of this information, do you still stand by the statement that you did nothing to influence the decision?

Dr. TAYLOR. Yes, I think that I will.

And if I may take time to try to establish that in context.

I think the primary concern surrounding this competition hinges on the essence of peer review, and the essence of science, its publication, and the ability to replicate results. Another principle in the application of science is peer review, review by experts who themselves are engaged in research.

Last June some 25 Washington-based educational associations wrote the Secretary, evidencing concern about the lack of proper peer review procedures in procurements in the Department. The stage was therefore set so that when the review of the National Center procurement was to be completed by a panel comprised entirely of Federal employees in the Department, a number of professional associations that had signed that earlier letter became active and approached the Department to stress the importance of an outside peer review. We have a number of our staff that belong to professional associations.

Senator STAFFORD. Thank you.

Mr. Wilken, the Technassociates evaluation of the National Center's products has come under some serious criticism.

How do you respond to these charges?

Mr. WILKEN. Well, not having the benefit of being the beneficiary of any direct knowledge of what the complaints have been, since I functioned only as a consultant for that organization, it's a bit difficult for me to respond.

I'd simply say that the work was conducted openly.

The Office of Vocational and Adult Education was invited to observe the process, had a great deal of opportunity for input through the entire process. The panel selected were both researchers and users of vocational education, whose credentials are of the highest order.

I understand from some secondhand information there have been some questions raised about the methodology used in the process, and was that correct, and would that invalidate the results?

I will simply say that the technique used, in trade talk, was a classical sumptative evaluation which relied on professional judgment. There was no attempt to make individual products, to produce tally sheets, that sort of thing. That is not what the evaluation was all about.

I think the evaluation will have to stand on its merits. I think anyone who has questions about it ought to read it. While I certainly don't speak for any of the panels, I suspect that any of them would be quite willing to talk to any members of the committee or staff about how they did it.

We had some definite ideas how we were going to proceed and the panel informed us that they had some ideas, too.

Senator STAFFORD. Thank you, Mr. Wilken.

Senator Pell, do you have any questions of this panel?

Senator PELL. No questions.

Senator STAFFORD. Senator Metzenbaum, I suspect that possibly you do.

Senator METZENBAUM. Thank you, Mr. Chairman.

Dr. Worthington, regarding the Technassociates review of the National Center, do you have an opinion concerning the quality of the study design?

And if you do have such an opinion, will you state it for us?

Dr. WORTHINGTON. Senator, I asked the Secretary's advisory counsel, which is appointed by the Secretary by law, and consisting of nine nationally recognized vocational educational leaders to review the Technassociates report. They did that.

Now, they told us: First, the report lacks substantial evidence to support its claims. No summary of the panel ratings is provided. No analysis of the number of products manifesting an assented weakness is given. There is little way for a reader to determine the empirical basis for most of the findings.

They also pointed out that the panel reviewed only 76 products out of 630 documents, and that the Technassociates panel made generalizations on such things as the relationship of the U.S. Department of Education to the Center, and the management of the Center. The panel also made many generalizations that had really nothing to do with the products they revised.

Senator METZENBAUM. Dr. Peterson, on page 3 of your testimony you state that "from January 1, 1981, to August 31, 1983, we conducted vocational educational research and development efforts which were funded at approximately \$2 million."

Was that funding received through competitive contracts and grants?

Dr. PETERSON. I can provide you with a list of all of those, Senator Metzenbaum because in responding to written questions sent to us from the Department of Education in procurement, we submitted that list to them.

Yes, many of them were competitive procurements from a variety of sponsors, ranging from the National Science Foundation to the private sector.

Senator METZENBAUM. And are you aware of the evaluation conducted in 1981 of the University of Tennessee's vocational technical education program?

Dr. PETERSON. Oh, yes.

We conducted internal self-evaluations. Those are initiated by the University itself. Every program that the university has is reviewed on a regular cycle. We initiate those.

Senator METZENBAUM. Could you comment to the committee on the conclusions and recommendations of the one that was performed in 1981?

Dr. PETERSON. Sir, I would have to have that document in front of me. I'll tell you why. I see many of these. It's been too long since I have seen that particular document. I will have to look at it and see what it says.

I do recall that in that particular document though the Department was commended highly for moving into the computer-assisted instruction and computer literacy training area. It was known throughout the university that the Department had moved rapidly in that area.

Now, other comments related to personnel, how it was managed, and so on, I am not—

Senator METZENBAUM. Do you remember the evaluation report, titled "Vocational-Technical Education Program Review and Evaluation," dated December 18, 1981, and transmitted to the University of Tennessee by the Chair of the Evaluation Committee?

Dr. PETERSON. I cannot recall the details of that, sir.

I'm sorry, I can't.

Senator METZENBAUM. Would you be good enough to obtain it for us and make it a part of the record?

Dr. PETERSON. Certainly.

Senator METZENBAUM. Dr. Worthington, was this report made a part of our record, the report entitled "Memorandum to T. H. Bell, Secretary, from Assistant Secretary for Vocational and Adult Education"?

Dr. WORTHINGTON. Yes, sir; I did request Senator Stafford that it be inserted in the record. If that is the 35-page memo, I believe that's the one.

Now, also you may have a memorandum concerning the Technassociates report which summarizes the evaluation of the National Advisory Council and the evaluation of several independent researchers, including Dr. Gordon Swanson from the University of Minnesota, and the head of research for one of our major educational publishers.

If that is what you have—I would like to enter it into the record. [The following information was received for the record:]

MEMORANDUM

UNITED STATES DEPARTMENT OF EDUCATION
WASHINGTON, DC 20202TO T. H. Bell
Secretary

DATE 5/17/83

FROM Assistant Secretary
for Vocational and Adult Education

SUBJECT A Summary Analysis of the Technassociates Report which is entitled "An Evaluation of the National Center for Research in Vocational Education, the Ohio State University, Columbus, Ohio: A Report of an Expert Panel on Written Products Delivered between January 1978 and January 1982"

This summary analysis is prepared in three parts. The first part contains OVAE's summary analysis, the second part contains sections of the analysis conducted by the Advisory Council for the National Center for Research in Vocational Education, and the third part contains sections of the comments of several independent researchers in vocational education who were requested to analyze the report. The attachments include: (1) the report of the National Center's Advisory Council, (2) the resolution of the National Center's Advisory Council concerning the Technassociates report, and (3) the letters from the independent reviewers.

OVAE Summary Analysis

An analysis of the report has uncovered many serious faults in the evaluation process. First, the report lacks substantial evidence to support its claims. No summary of the panelists' ratings is provided. No analysis of the number of products manifesting an asserted weakness is given. There is little way for a reader to determine the empirical basis for most of the findings of the report.

The report reflects a very limited understanding of the purposes of the National Center or the legislative mandates and the contractual requirements under which the Center operates. As one examines each negative finding presented in the report, it becomes apparent that the degree of consensus among panelists varies. Many findings apparently do not reflect consensus. In the few instances where the report does discuss the total panel's opinions, the findings generally are positive. The panel unanimously concludes that:

1. "NCRVE has complied with Federal contractual requirements ... its written work has supported all the functions mandated by Congress and the Department of Education." (page 25)
2. "Many of NCRVE's written deliverables offer useful assistance to vocational education practitioners." (page 25)
3. "The National Center's work points the way to solving the problems which it addresses." (page 28)

4. "The great majority (70 percent) of NCRVE's written deliverables have been aimed primarily at professionals in the field of vocational education ... in contrast, 20-30 percent of the NCRVE products review have been aimed at Congress, State legislation, governors, and mayors." (page 2).
5. "Most panelists felt that NCRVE had produced some good research." (page 30)
6. "NCRVE's products have been well-written, to-the-point, and readily usable by its primary audience." (page 31)
7. In routine administrative matters, the NCRVE contract has been well managed." (page 32)

The panel reviewed 76 products out of 630 substantive and administrative contract deliverables for the five year Center contract. Since the review was conducted during the fifth year of the Center contract, no products were reviewed from the fifth year and very few products from the fourth year were reviewed.

The panel did not examine any of the training or service activities, did not collect any information from actual users of the National Center's work, and did not interact with any of the National Center staff in order to gain a comprehensive understanding of the contracted work. Even though the information sources were limited, the panel presented findings, conclusions, and recommendations that go far beyond what a review of products would support.

The reports called this evaluation "The first systematic review of NCRVE's written products which spans virtually the entire length of the present contract" and "The most intensive one-time examination of any aspect of NCRVE's work to date ..." (page 1). Actually, this review was not the first nor the most systematic. NCRVE's products have been reviewed by external experts who have knowledge with respect to the substance of the individual products (900 days) as contrast to the panel's 100 days of time.

A Summary of NCRVE's Advisory Council's Comments on the Technassociates, Inc. Report

This report was prepared by the chairman of the Advisory Council. He summarized the Council's reviews. Selected parts of his summary are quoted below.

First, the title of the Report, "Evaluation of the National Center for Research in Vocational Education," neither reflects the stated purpose of the report nor the stated objectives by Technassociates. Further, even a very thorough review of a limited number of products could in no way be considered an evaluation of the National Center as implied by the title of the report. After a careful review of the report, it is difficult for me and

other members of the Council to understand why this study was initiated, and given the limited scope of the study, why so much attention was given to it by the Department.

Council members question the methodology and the adequacy of the data used to support the findings and conclusion reported in Section III. Many of the findings/conclusions are very favorable, but neither the conclusions that support the National Center nor those that find fault are based on accepted standards of evaluation research. One member of the Council expressed a common view when he said the report "is by no means a real evaluation of the entire Center's activities." Another member said he had "considerable doubt as to the validity of the report," based on questions it proposed to answer and the inadequacy of the methodology to answer those questions. He concluded that the report "had to be the opinions of the panel members."

Methodological deficiencies are particularly glaring in the use of a small selective sample of the National Center's written products to arrive at judgments about its entire scope of work. There was no site visit, no consultation or data collection from target audiences, and questionable evidence to support the panel's conclusions. The extremely casual manner in which totally opposite views of different panel members were reported is not only difficult to understand but suggests that less than rigorous procedures were used to arrive at the results.

I have some difficulty even understanding how the panel arrived at its recommendations. They do not flow in a logical way from the findings. The findings deal with such questions as compliance, quality, and the improvement of vocational education. The recommendations deal almost exclusively with internal policy issues which might or might not correct the deficiencies noted in the findings. There appears to be little connection between the recommendations and the panel's evaluation efforts.

This report does reinforce a finding of the Council that there is need for more long-term research and the need to be able to collect data in conducting research. In its back-handed way, it has found limitations in the National Center's products, even while it fails to understand the constraints on the National Center which contributes substantially to those faults. In its erratic way, swinging from praise to criticism and back again, the report does identify one of the National Center's most serious problems. This is its need for financial support to carry out the mandate of Congress.

Our review of the report reveals a lack of consistency among objectives, findings and the recommendations. In fact, this kind of inconsistency would not be permitted in a Masters Thesis at this University. Neither the findings nor the recommendations seem to recognize that there are severe limitations placed on the National Center under the terms of its contract. Some of these, such as the requirement to produce short term results from research, were imposed by Congress. Others are the result of Departmental constraints on collection of data. The report does not acknowledge the fact that the RFP and the contract are highly specific and extremely restrictive. For example, the RFP 82-028 states "these (independent) studies shall be of national, regional or multistate significance and will be planned, designed, initiated and completed within a 12 month contract period. Not only does the Technassociates report appear to be totally unaware of the conditions under which the National Center operates, but most of its criticisms are directed at the consequences of those same limitations. Then, instead of recommending that some of the excessive restrictions be removed--as recommended by the national external panel that conducted the Mid-contract evaluation--this panel has proposed changes, which I believe to be contrary to the Law and the intent of Congress. For example, the recommendation to transform NCRVE from an institution which does a high percentage of its work with resident staff into an institution which contracts its work through a competitive and open procurement process, is definitely in conflict with the Law which clearly reflects the intent of institutional support and the RFP which clearly specifies a high percentage of the work scope for the contract, the majority of which would not yield itself to subcontracting. At the February, 1983 meeting of the Advisory Council, it was reported that the National Center did subcontract out over \$700,000 worth of its work during 1978-1982. It's obvious to the Advisory Council that the National Center is acting in a responsible manner in seeking external assistance as appropriate and when it deems necessary, to supplement its internal capacity. Further, the recommendation regarding "improve the quality of NCRVE's staff ...," is without merit based both on the lack of evidence to support such a recommendation in the panel report and the Advisory Council's personal knowledge of the multidisciplinary professional staff employed by the National Center. As one Advisory Council member stated, "the recommendation to improve the Center's staff cannot be supported when the panel had no more evidence of the quality of the Center's staff than the reading of the few deliverables. I feel that all of the council would agree along with the Center that since such an excellent staff and facilities had been developed over the years, it should not change to outside contracting to achieve its desired results."

I think this report also serves to remind us that vocational education is still a "whipping post" for site educators who have a different set of values than we do. In this connection, one of the Council members talked to a member of the Technassociates review panel who indicated that some of the panel had "preconceived negative ideas" about the National Center and vocational education.

The report recommends, and members of the Advisory Council agree, to "Continue strong Federal support for a national center for research in vocational education."

Selected Comments of Two Independent Reviewers

In the report the contractor stressed the use of a panel of evaluators in implementing the conduct of the evaluation. No indication is given, however, of whether the findings and recommendations represent a majority view, a consensus, or whether any attention was given to these matters. There is no indication that the panel "signed off" on the report or were given an opportunity for minority views or extended remarks.

There was, however, disagreement on important areas of the findings. The disagreement was between the panelists with "non-research" backgrounds (70% of the panelists) and those with research backgrounds (30% of the panelists), page 29. Here I can only commend the contractor for being so straightforward in revealing the violation of the criterion (number 4) for selecting panelists. It is incongruous, I should add, for the majority of the panel chosen to evaluate research products to be those with non-research backgrounds.

It is equally incongruous, or more so, that the contractor included an evaluation data instrument with the report but gave no summaries of data collected or assembled. Careful scholarship demands that the inquirer allow the data, where possible, to speak for itself. Instead, this report appears to rely excessively on impressionistic anecdotes. For this, the contractor deserves no commendation.

In the preface to the report, the contractor claims that this is "the first evaluation of NCRVE's written deliverables to be supervised by an agency without a direct interest in the outcome." It should be added that it may also be the first in which the contractor had no interest, direct or indirect, in the tenets of inquiry.

The contractor makes no mention of the inadequacy of looking solely at documented deliverables. This is dismissed by saying that the budget did not permit a more extensive view of the Center, and it carried the implicit, but untested, assumption that it is possible to make recommendations about the whole by looking only at a few of the parts.

The most glaring defect in methodology involves the compromises found acceptable to the contractor. The first involved the sampling procedures of the deliverables wherein the contractor examined a very small proportion of the total number produced during the contract period and then drew conclusions, for example, about target audiences which may not have been included in the sampled items and, worse, not considered in a sample stratification. Yet another compromise was in allowing panelists to choose deliverables on the basis of their self-interest in specific titles for examination and review. The compromises are explained by a shortage of time and money, a very unsatisfactory way of dealing with errors of estimate or the obvious biases of inquiry.

In this section (findings) I regard it as of little consequence whether I agree or disagree with the merit of the findings. The important consideration is whether the findings are a logical consequence of the evaluation process. I have already made observations about the findings involving target audiences. The question of compliance, a dichotomous choice, hardly needs elaboration. The two findings which deserve some comment are "management" and the "contributions to knowledge."

It requires an enormous leap of faith or presumption to draw any conclusions about the management of this center by looking at a small sample of the documented deliverables. I regard the findings about management, therefore, as inappropriate. I've already commented on the question of "contributions to knowledge" in saying that there was considerable controversy among the panelists and observing that it was a minority view of panelists that seem to prevail in the reported findings. This leaves only two remaining--the finding on "utility" and the one on the nature of "program improvement." I suspect that both of these findings could have been offered without doing the evaluation.

Here again, I don't think it appropriate for me to comment on whether I agree or disagree with the recommendations; my only observation is with respect to their merits as evaluation outcomes. I believe that most of the recommendations involve generalities which could emerge from examining any type of research center in the country. There are two recommendations that are an exception to this. One involves the alleged incestuousness that is described for the NCRVE-OVAE relationship and the need to allocate a share of blame to the Bureau. I find this recommendation both offensive and inappropriate. Except for the impressionistic anecdotes which clutter the

report, I find nothing in the evaluation to support it. Likewise, with the recommendation to move from "in-house" research to brokering, I find it to be largely a preferential question in search of evidence not found in the report.

It seems clear to me that the report carries little assurance that it was guided by careful terms-of-reference, rigorous tenets of inquiry and enough evidence to warrant the conclusions. The conclusions are conspicuously impressionistic and thus burdened with the risk of superficiality. In engaging in careless scholarship, the contractor has become vulnerable to being shot with his own arrows. While the same or similar conclusions might have been reached with careful scholarship, there is no assurance that this is true, but it would be worth the try.

This "report" leaves a great deal to be desired. It makes very harsh statements with limited support. (The opinion of the Technassociates' staff, or of a group of professionals is just that--opinion.) If one got those results from a respectable process, then a logical step in moving forward would not be to write this type of report, but to recommend that further examination be conducted in a very rigorous manner."

Concluding Statement - I hope that the OVAE Summary Analysis, the Summary of NCRVE's Advisory Councils comments, and the selected comments of the independent reviewers along with the attachments will provide you with a complete review of the Technassociates Report.

Robert M. Worthington

cc: Gary Bauer

Attachments: (1) Advisory Council Report
(2) Advisory Council Resolution
(3) Independent Reviewer's Letters



UNIVERSITY OF MISSOURI-COLUMBIA

College of Education

Office of the Dean
 109 814 W. W.
 COLLEGE OF EDUCATION
 TELEPHONE 1332-6311

April 18, 1983

Dr. Robert Worthington
 Assistant Secretary
 U.S. Department of Education
 400 Maryland Ave. S.W.
 Washington, D.C. 20202

Dear Bob:

At your request, I have studied the report on National Center products prepared by Technassociates. I have also received and reviewed the comments of the other members of the National Center's Advisory Council in reference to this report. My comments concerning the three areas you asked me to address represent both my own opinions and those expressed by other members of the Council.

Before I address the specific points you have raised, I would like to make a few general observations. First, the title of the Report, "Evaluation of the National Center for Research in Vocational Education," neither reflects the stated purpose of the report nor the stated objectives by Technassociates. Further, even a very thorough review of a limited number of products could in no way be considered an evaluation of the National Center as implied by the title of the report. After a careful review of the report, it is difficult for me and other members of the Council to understand why this study was initiated, and given the limited scope of the study, why so much attention was given to it by the Department.

In response to the questions about the Technassociates report that you have asked, I will provide you with a summary of my views and those of the other Council members. Although Council members did not express themselves on each point there were no disagreements on any of the points mentioned by individual members.

Comments Regarding the Methodology of the Technassociates Report

Council members question the methodology and the adequacy of the data used to support the findings and conclusion reported in Section III. Many of the findings/conclusions are very favorable, but neither the conclusions that support the National Center nor those that find fault are based on accepted standards of evaluation research. One member of the Council expressed a common view when he said the report "is by no means a real evaluation of the entire Center's activities." Another member said he had "considerable doubt as to the validity of the report," based on questions it proposed to answer and the inadequacy of the methodology to answer those questions. He concluded that the report "had to be the opinions of the panel members."

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Methodological deficiencies are particularly glaring in the use of a small selective sample of the National Center's written products to arrive at judgments about its entire scope of work. There was no site visit, no consultation or data collection from target audiences, and questionable evidence to support the panel's conclusions. The extremely casual manner in which totally opposite views of different panel members were reported is not only difficult to understand but suggests that less than rigorous procedures were used to arrive at the results.

I have some difficulty even understanding how the panel arrived at its recommendations. They do not flow in a logical way from the findings. The findings deal with such questions as compliance, quality, and the improvement of vocational education. The recommendations deal almost exclusively with internal policy issues which might or might not correct the deficiencies noted in the findings. There appears to be little connection between the recommendations and the panel's evaluation efforts.

Comments Regarding the Merits of Findings Reported

The comments related to methodology reveal the Council's concern and lack of confidence in the resulting findings. The Advisory Council members indicate that the weakest aspect of the Technassociates attempt to evaluate the National Center was its reliance on a review of fewer than ten percent of its written products. The question of this source of information and the resulting findings as a legitimate basis for answering any of the panel's seven questions about the National Center's management, compliance with federal contractual requirements, and serving appropriate target audiences. Findings related to these questions appear to have been generated from a review of selected publications and no other knowledge of the rest of the Center's very extensive scope of work.

This report does reinforce a finding of the Council that there is need for more long-term research and the need to be able to collect data in conducting research. In its back-handed way, it has found limitations in the National Center's products, even while it fails to understand the constraints on the National Center which contributes substantially to those faults. In its erratic way, swinging from praise to criticism and back again, the report does identify one of the National Center's most serious problems. This is its need for financial support to carry out the mandate of Congress.

Comments Regarding the Recommendations

Our review of the report reveals a lack of consistency among objectives, findings and the recommendations. In fact, this kind of inconsistency would not be permitted in a Masters Thesis at this University. Neither the findings nor the recommendations seem to recognize that there are severe limitations placed on the National Center under the terms of its contract. Some of these, such as the requirement to produce short term results from research, were imposed by Congress. Others

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are the result of Departmental constraints on collection of data. The report does not acknowledge the fact that the RFP and the contract are highly specific and extremely restrictive. For example, the RFP 82-028 states "these (independent) studies shall be of national, regional or multistate significance and will be planned, designed, initiated and completed within a 12 month contract period." Not only does the Technassociates report appear to be totally unaware of the conditions under which the National Center operates, but most of its criticisms are directed at the consequences of those same limitations. Then, instead of recommending that some of the excessive restrictions be removed--as recommended by the national external panel that conducted the Mid-contract evaluation--this panel has proposed changes which I believe to be contrary to the Law and the intent of Congress. For example, the recommendation to transform NCRVE from an institution which does a high percentage of its work with resident staff into an institution which contracts its work through a competitive and open procurement process, is definitely in conflict with the Law which clearly reflects the intent of institutional support and the RFP which clearly specifies a high percentage of the work scope for the contract, the majority of which would not yield itself to subcontracting. At the February, 1983 meeting of the Advisory Council, it was reported that the National Center did subcontract out over \$700,000 worth of its work during 1978-1982. It's obvious to the Advisory Council that the National Center is acting in a responsible manner in seeking external assistance as appropriate and when it deems necessary, to supplement its internal capacity. Further, the recommendation regarding "improve the quality of NCRVE's staff-----" is without merit based both on the lack of evidence to support such a recommendation in the panel report and the Advisory Council's personal knowledge of the multidisciplinary professional staff employed by the National Center. As one Advisory Council member stated, "the recommendation to improve the Center's staff cannot be supported when the panel had no more evidence of the quality of the Center's staff than the reading of the few deliverables. I feel that all of the council would agree along with the Center that since such an excellent staff and facilities had been developed over the years, it should not change to outside contracting to achieve its desired results."

A number of comments and suggestions by members of the Advisory Council center around the question, What are the implications of this report for the National Center? Aside from the inadequacy of the study as an evaluation of the National Center's actual performance, its substitution of the opinions of a few people for findings derived systematically and scientifically, its disregard for the ground rules under which the National Center functions, and the apparent irrelevance of its conclusions, we do believe it could serve a useful purpose. It points up once more, albeit in a perverse way, the great need for a National Center and one that is given more flexibility, more self-direction, more freedom to do

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what Congress had in mind, and more support by the Department in carrying out its functions. The report itself admits the precarious position the National Center is in as it fulfills its congressionally mandated functions.

"Presently," asserted one panelist, "(NCRVE) labors under the worst of two worlds - little innovative or focused direction from Washington and a horrendous amount of reporting and accountability that are not only wasteful but encourage defensiveness and constant protecting oneself with paper."

I think this report also serves to remind us that vocational education is still a "whipping post" for some educators who have a different set of values than we do. In this connection, one of the Council members talked to a member of the Technassociates review panel who indicated that some of the panel had "preconceived negative ideas" about the National Center and vocational education.

The report recommends, and members of the Advisory Council agree, to "Continue strong Federal support for a national center for research in vocational education."

I hope this summary of the views of the National Center's Advisory Council members regarding the Technassociates report are helpful. I'm sure the members read the report carefully and their comments were seriously considered. We will be glad to discuss them with you further at our next meeting, and will make them known to the Department and to anyone else who may be interested.

Sincerely,

W. R. Miller

W. R. Miller, Chair
 National Center Advisory Council

WRU/jr

cc: National Advisory Council Members
 cc: Dr. Robert Taylor

National Center for Research
in Vocational Education
Advisory Council

Resolution Number One

In its chartered capacity to advise the Secretary of Education on current issues in vocational education as they effect the National Center, a meeting of the Advisory Council with the Assistant Secretary, Dr. Robert M. Worthington, was held on Monday May 9, 1983 in Columbus, Ohio. At that meeting, as per the officials notice of meeting and the agenda that appeared in the Federal Register dated April 22, 1983, the Council discussed the Technassociates, Inc. Evaluation Report of the National Center for Research in Vocational Education located at The Ohio State University in Columbus, Ohio.

WHEREAS, the members of the NCRVE Advisory Council have reviewed the aforementioned report and submitted written comments to the Council chair for summarization at the request of the Assistant Secretary, and

WHEREAS, the chair of the NCRVE Advisory Council submitted a summary of the comments made by members of the Advisory Council in a letter to the Assistant Secretary dated April 18, 1983, and

WHEREAS, the NCRVE Advisory Council is in full accord that the methodology is seriously flawed, there are inconsistencies and contradictions in the report, and there was a lack of consensus among panelists which causes the Advisory Council to reject the resulting findings and recommendations.

IT IS THEREFORE RESOLVED, that this Advisory Council respectfully recommends to the Secretary that the aforementioned report be disregarded as a basis for any judgments related to (1) the quality and utility of NCRVE products and services, (2) the effectiveness of its management, (3) the scope and nature of its activities, or (4) the quality and appropriateness of its staff.

Division of Education



UNIVERSITY OF MINNESOTA
TWIN CITIES

Department of Vocational and Technical Education
Vocational and Technical Education Building
1954 Buford Avenue
St. Paul, Minnesota 55106

March 25, 1965

Dr. Robert Worthington, Assistant
Secretary
Office of the Assistant Secretary for
Vocational and Adult Education
U. S. Department of Education
400 Maryland Avenue, S. W.
Washington, D. C. 20202

Dear Dr. Worthington:

This is a response to your March 17 letter regarding the NCRVE
evaluation conducted by Technassociates dated October 15, 1982.
My comments will be given under the following headings:

Terms-of-Reference
Evaluation Approach and Standards
Status of the Report
Methodology
Findings
Recommendations
General Analysis of the Report
Concluding Comments

Terms-of-Reference

I have searched the report carefully to find the terms-of-reference
for the evaluation, but none are given. In the absence of some way
of knowing what the contractor was employed to do, it is not possible
to know whether it has been done or how well. All reports of careful
evaluations should include the terms-of-reference. In this one they
are not merely omitted; they are not even mentioned. What did Tech-
nassociates contract to do?

Evaluation Approach and Standards

Evaluation approaches include discrepancy analysis, contingency anal-
ysis, and many others. Here, again, the approach is unspecified while
it seems clear that much reliance is upon discrepancy approaches, e.g.
the discrepancy between achieved standards and acceptable standards.
The evidence of this is in the evaluation instrument which has ex-
haustive lists of target audiences which are, at least by implication,
regarded as acceptable targets. Even here, however, there is no indi-
cation of whether the so-called "deliverable" should be delivered
directly or indirectly and with what frequency or intensity.

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 March 23, 1983
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The point here is that the standards for valuing any evaluation should be clear and unequivocal. The use of a panel of evaluators does not diminish this requirement, it accentuates it. It is important to have a basis for consistency among panel judgments even though judgments may vary. In this report there is no mention of attention to this important feature of evaluation. One can only assume that it was regarded as not worth mentioning.

Status of the Report

In the report the contractor stressed the use of a panel of evaluators in implementing the conduct of the evaluation. No indication is given, however, of whether the findings and recommendations represent a majority view, a consensus, or whether any attention was given to these matters. There is no indication that the panel "signed off" on the report or were given an opportunity for minority views or extended remarks.

There was, however, disagreement on important areas of the findings. The disagreement was between the panelists with "non-research" backgrounds (70% of the panelists) and those with research backgrounds (30% of the panelists), p. 29. Here I can only commend the contractor for being so straightforward in revealing the violation of the criterion (number 4) for selecting panelists. It is incongruous. I should add, for the majority of the panel chosen to evaluate research products to be those with non-research backgrounds.

It is equally incongruous, or more so, that the contractor included an evaluation data instrument with the report but gave no summaries of data collected or assembled. Careful scholarship demands that the inquirer allow the data, where possible, to speak for itself. Instead, this report appears to rely excessively on impressionistic anecdotes. For this, the contractor deserves no commendation.

In the preface to the report, the contractor claims that this is "the first evaluation of NCRVE's written deliverables to be supervised by an agency without a direct interest in the outcome." It should be added that it may also be the first in which the contractor had no interest, direct or indirect, in the tenets of inquiry.

Methodology

My comments on methodology will be of four types, and I will enumerate them as follows:

- 1) The contractor makes no mention of the constraints imposed by the context in which the Center attempts to conduct its work. While the contractor mentions the statutory authority for a national center and

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also the statement of work in the RFP, there is no mention whatever of the constraints which are imposed on the collection of data or the constraints imposed by the disjunctures in the work cycle vis-à-vis the budget cycle. It is well known, for example, that the current contract was delayed at its inception while awaiting the naming of an advisory committee which took almost six months. A third constraint is the advisory committee itself which operates as a constraint as well as an asset to the flow of work.

- 2) The contractor makes no mention of the inadequacy of looking solely at documented deliverables. This is dismissed by saying that the budget did not permit a more extensive view of the Center, and it carried the implicit, but untested, assumption that it is possible to make recommendations about the whole by looking only at a few of the parts.
- 3) The contractor mentions the extent of previous evaluations but does not consider the extent to which on-site reviews can become oppressive in destroying the climate of inquiry. I will make a further comment on this later.
- 4) The most glaring defect in methodology involves the compromises found acceptable to the contractor. The first involved the sampling procedures of the deliverables wherein the contractor examined a very small proportion of the total number produced during the contract period and then drew conclusions, for example, about target audiences which may not have been included in the sampled items and, worse, not considered in a sample stratification. Yet another compromise was in allowing panelists to choose deliverables on the basis of their self-interest in specific titles for examination and review. These compromises are explained by a shortage of time and money, a very unsatisfactory way of dealing with errors of estimate or the obvious biases of inquiry.

Findings

In this section I regard it as of little consequence whether I agree or disagree with the merit of the findings. The important consideration is whether the findings are a logical consequence of the evaluation process. I have already made observations about the findings involving target audiences. The question of compliance, a dichotomous choice, hardly needs elaboration. The two findings which deserve some comment are "management" and the "contributions to knowledge".

Dr. Robert Worthington
 March 25, 1983
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It requires an enormous leap of faith or presumption to draw any conclusions about the management of this center by looking at a small sample of the documented deliverables. I regard the findings about management, therefore, as inappropriate. I've already commented on the question of "contributions to knowledge" in saying that there was considerable controversy among the panelists and observing that it was a minority view of panelists that seem to prevail in the reported findings. This leaves only two remaining--the finding on "utility" and the one on the nature of "program improvement". I suspect that both of these findings could have been offered without doing the evaluation.

Recommendations

Here again, I don't think it appropriate for me to comment on whether I agree or disagree with the recommendations; my only observation is with respect to their merits as evaluation outcomes. I believe that most of the recommendations involve generalities which could emerge from examining any type of research center in the country. There are two recommendations that are an exception to this. One involves the alleged incestuousness that is described for the NCRVE-OVAE relationship and the need to allocate a share of blame to the Bureau. I find this recommendation both offensive and inappropriate. Except for the impressionistic anecdotes which clutter the report, I find nothing in the evaluation to support it. Likewise, with the recommendation to move from "in-house" research to brokering, I find it to be largely a preferential question in search of evidence not found on the report.

General Analysis of the Report

It seems clear to me that the report carries little assurance that it was guided by careful terms-of-reference, rigorous tenets of inquiry and enough evidence to warrant the conclusions. The conclusions are conspicuously impressionistic and thus burdened with the risk of superficiality. In engaging in careless scholarship, the contractor has become vulnerable to being shot with his own arrows. While the same or similar conclusions might have been reached with careful scholarship, there is no assurance that this is true, but it would be worth the try.

Concluding Comments

I find it almost abhorrent that this entire exercise has been conducted without any consideration of the concept of adequacy. Of the approximately \$25 million expended in the current contract, a little more than half of it was invested in the so-called documented "deliverables". The total sum invested over the five-year period (approximately \$14 million) is somewhat less than the average annual budget

Dr. Robert Worthington
 March 23, 1983
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for a single agricultural experiment station. And there are 68 experimental stations in the United States! One wonders why there is so much anxiety over a pittance invested in Vocational Education research when the concept of adequacy, as in agricultural research, is more germane.

To provide even more clutter to the issue of adequacy, NCRVE has now been visited by 1070 person-days of evaluation and review--770 on-site and an additional 300 in the current evaluation. By rough estimation I calculate this as a cost to the government of close to a half a million dollars. In terms of frustration, apprehension, loss of productive work time, and realignment of program focus, it has probably cost ten multiples of this amount. By avoiding the concept of adequacy, and by ignoring these transparent facts, the contractor's evaluation report helps to highlight the extent to which the public interest can be thwarted rather than served.

It is a curious anomaly to observe an evaluator's apologetic comments about the inadequacy of funds to do a careful job and to see the concept of adequacy ignored while evaluating a fraction of the Center's scope of work. In short, all of the findings and recommendations of this evaluation report are probably more related to the inadequacy of the investment and to the atmosphere of harassment than to impropriety or any alleged ineffectiveness of Center performance.

I believe that much can be done to improve the contributions of inquiry to vocational education and much can be done to improve the role of the Center in this regard. I believe that NCRVE has some conspicuous weaknesses and some conspicuous strengths. It is not the purpose of these comments to offer such views. Nor should they be given outside of the context of the overarching purposes of inquiry in the field of vocational education, a focus which was missing in the contractor's evaluation report. The main thrust of these comments is that the contractor's evaluation report does almost nothing to enhance the leadership expectations which the public deserves from the Department of Education, the National Center nor from the stature of inquiry in the field of vocational education as shown by evaluations. The public deserves more.

Finally, I would like to say that I occasionally teach a course on vocational education evaluation, and I am in constant search of good and bad examples of evaluations. I would be most grateful if you would give me permission to use a copy of the current one in my classes as an example of the latter.

Sincerely,

Gordon I. Swanson
 Gordon I. Swanson
 Professor & Director of
 Graduate Studies

GIS:ks



Arizona
Department of Education
1000 NORTH JEFFERSON
PHOENIX, ARIZONA 85007
202-437-1111

April 28, 1983

Dr. Robert Worthington
Assistant Secretary for
Vocational and Adult Education
U.S. Department of Education
100 Maryland Avenue, S.W.
Washington, D.C. 20202

Dear Dr. Worthington:

Let me begin by saying that I have invested a great deal of time and thought to your request. You may not know that Dr. George Smith is Chairman of the State Board of Vocational Education in Arizona, and he was also a contributor on the Technassociates panel. This fact obviously makes my responses more sensitive than the average State Director of Vocational Education. I would suggest that you might benefit a great deal by asking Francis Tuttle of Oklahoma or Joe Mills of Florida to provide their viewpoints. Both are, as you know, exceptional people.

Methodology

The panel was asked to provide a macro viewpoint while only being given a few products. Each individual was given only a few materials and asked to comment. Each participant had a different mini-set of the total sample. They, I understand, then met as a group to discuss their findings. This would seem to be a method to gain some overview of the products but certainly would be questionable as research, evaluation, or even indepth study.

I would recommend that if you are seeking a strong research viewpoint that you do one of three things:

1. Ask your own staff this same question -- I am sure persons like Drs. Hoerrigter and Lovell on your staff could provide a better critique to this question than I. (I am sure you already have done this.)
2. Call upon Dr. Taylor and his staff at the NCRVE to evaluate the methodology and comment to you.

Dr. Robert Worthington
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3. Call upon the leadership in some of our fine universities across the nation to provide a methodology critique. I might suggest that you would know persons in many universities and private businesses across our land that would serve you well in this assignment.

Certainly Dr. Wilbur Miller of the University of Missouri, Columbia, or Dr. Gordon Swanson of the University of Minnesota are two special friends of ours and would be quite competent to answer this question for you.

Merits of the Evaluations Findings

First, I am not at all convinced that what was written as A Report of an Expert Panel on Written Products Delivered between January 1976 and January 1982 was in fact truly representative of the panels' feelings and not some inept analysis of a very small minority of the panel or the contract awardee, namely Technassociates, Inc.

However, because I lack the specific feedback that each panel member gave, I will assume that this report represents the consensus of the entire group.

The writer makes the point to preface his/her statements by saying that NCRVE complied with federal contractual requirements and that NCRVE's written work has supported all of the functions mandated by the Congress and the Department of Education. Then the writer or the panel goes on to say that

"the panel concluded unanimously that NCRVE's written deliverables have not met the purposes of legislative intent."

I question whether each of the panel members had clearly explained in writing what the legislative intent truly was. The report assumes a great deal in terms of the panel, their backgrounds, and their knowledge of what is needed in vocational education. This is exemplified by the last sentence on page 25, "The problem as I see it is that most of the pressing problems are not being addressed."

First, I don't know who would make this statement but nonetheless if this was stated I am sure it was taken out of context. A reasonable question that you might ask would be:

1. What are the pressing problems not addressed?

It is quite easy to make that type of statement and include it in a report so that one can be negative and vague in their criticism, but I believe that in fact, the "pressing problems" are being addressed by the Center's products. I use them and I have had assistance in the following three major priorities in Arizona.

1. Competency Based Curriculum Design
2. Economic Development and Job Creation
3. Secondary Level versus Postsecondary Level Vocational Education

Dr. Robert Worthington
 Page three

The Center has addressed each of these areas and has provided assistance in many ways to Arizona through their "deliverables".

The USOL and the Department of Education have worked with the Center over the years to determine the priority directions that the NCRVE should take. I see this focus criticism unjustly directed at the federal leadership. I resent the implication that several vague blanket statements made throughout this section have. As far as I am aware you do not have an unending supply of funds to address each priority that rears its head in Washington, D.C. This entire section seems to imply that the Center, and in turn, the Assistant Secretary have adequate funding to address these priorities in a comprehensive manner, and we both know that's just not true. This leads me to believe that this report was written by someone that is not from the real world. Inasmuch as I know several people involved on this panel and I know that they are real world people, I therefore have real doubts to the accuracy of the representation of this report and its findings.

Additionally, though not clearly stated, this section suggests that the Department of Education and the NCRVE should meet occasionally to discuss policy decisions and directions as they apply to research and desired deliverables from the DOE investment in the NCRVE and I concur.

I would strongly suggest that the next time you or the Secretary ask for a review to be done of the Center's products that you or your staff develop the methodology or at the very least approve the methodology prior to placing the contract. If this were done on this project perhaps a more accurate reflection of the Center's products would have resulted.

I believe a rigorous evaluation of the NCRVE products is a healthy and merited activity from your office that will help the nation's vocational education system, but this type of, in many ways, unjustifiable attack does little to help and much to hurt vocational education both in DOE and NCRVE.

I believe the editorial license taken by Technassociates was abusive and only in a small way an accurate reflection of the NCRVE deliverables.

Merits of the Evaluations Recommendations

I hope the message came across clearly that I take exception to the findings section of this report. I feel that the recommendations sections are offered in a spirit of helping our country. Though I disagree with their recommendations I feel that the proposed direction of moving forward is appropriate. I hope that before much credence is given to this report's recommendations you bring in a group of professionals you respect and discuss their viewpoints.

Recommendation I

I disagree -- I believe resources should be increased and the National Center's work expanded. Part of the investment in the NCRVE should be treated as an investor treats risk capital. Together with your leadership in the DOE we should

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be able to venture into some exciting areas of research. You surely don't force a narrowing of scope and expect this National Center to recognize their full potential. I have a great deal of respect for both you and Dr. Taylor and am confident that both of you hold a great deal of knowledge about vocational education and its potential. It's with this type of national leadership that great things can happen with this broadened investment.

Recommendation II

I disagree -- The small sample of materials reviewed, the makeup of the panel, and the methodology are weak.

I have found many of the Center's products to be very helpful. They are on the cutting edge and continue to be called upon by Arizona to assist us in doing our job. The thought of developing an agenda to systematically improve vocational education is fine, however, one must realize that as we enter the mid 1980's we are experiencing change at a very rapid rate, a rate that is unsurpassed since the beginning of time.

Vocational Education is not a static entity but a very dynamic one. Plans that lack the ability to change without being reviewed and evaluated to death are doomed.

Recommendation III

I believe this section best represents the irresponsibility with which this report was written. If the panel examined the credentials of the staff of the National Center I was not told. Therefore, how could they be critical.

If the thesis of this section held any validity I would assure that their next project would be to suggest that all of the professionals at Harvard, Stanford, MIT and others would reside at some local seat of knowledge.

Recommendation IV

Perhaps a better recommendation would be to increase the grant award to the NCRVE. Let them then identify topics that should be targeted and ask for competitive applications to address the targeted need.

What is the role of your office? It would seem to me, Dr. Worthington, that this competitive process should be and has been part of your operation. I do not understand how this recommendation could be generated by a group that just reviewed a few publications. This is just another example of a severe weakness in this study.

Dr. Robert Worthington
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Recommendation

This has already been done through congressional intent. I found this section as the most reasonable in its intent. However, it asks for steps to be taken to "broaden and diversify the interests considered in developing NCFE's overall agenda" while on pages 34 and 35 they recommend a narrowing of focus. Perhaps they just couldn't make up their minds!

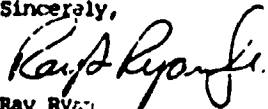
Conclusion

This "report" leaves a great deal to be desired. It makes very harsh statements with limited support. (The opinion of Technassociates' staff, or of a group of professionals is just that -- opinion.) If one got those results from a respectable process then a logical step in moving forward would not be to write this type report but to recommend that further examination be conducted in a very rigorous manner.

I have the highest professional regard for several of the professionals on this Technassociates panel and have on several occasions used these people as counselors. Perhaps this is why I find the gross assumptions and conclusions offensive and find it very hard to believe that these same people would have written this report.

Thank you for the opportunity to react.

Sincerely,



Ray Ryan
Deputy Superintendent and
State Director Vocational Education

RR:jw

TO: Frank McGettrick
Director, Assistance Management
and Procurement Services

FROM: Robert M. Worthington *Robert M. Worthington*
Assistant Secretary
for Vocational and Adult Education

JAN 5 1983

SUBJECT: Recommendation for Award Re: RFP 82-028

On May 26, 1982, competition opened in response to the subject RFP. Two offerors submitted proposals. They were The University of Tennessee and The Ohio State University Research Foundation (hereafter referred to as The Ohio State University).

Federal Technical Review Panel

A seven-member Federal Technical Review Panel reviewed these proposals from August 2 through August 6. Their reviews were based on the evaluation criteria contained in the RFP to address the strengths and weaknesses of each offeror's proposal as they relate to these criteria. The panel members were:

Mr. Kent Bennion
Deputy Director
Division of State Vocational Programs/OVAE

Mr. Roan Garcia-Quintana
Deputy Associate Director
Program Dissemination and
Improvement of Practice/NIE

Mr. David Jackson
Acting Branch Chief
Compensatory Education Programs
Division of Program Support, Western Branch/OESE

Mr. Jed Richardson, Special Assistant
Office of the Assistant Secretary for
Vocational and Adult Education/OVAE

Mr. Arnett Smith, Program Specialist
Educational Support Programs
Program Assistance and Operation Branch/OESE

Mr. Leslie Thompson, Program Specialist
Division of State Vocational Programs
Accountability Branch/OVAE

Ms. Muriel Shay Tapman, Senior RCU Liaison Officer
Division of National Vocational Programs
Program Improvement Systems Branch/OVAE

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The proposals were scored, ranked, and recommendations were made as to acceptability, unacceptability, and capacity for being made acceptable. The strengths and weaknesses of each proposal, using the published evaluation criteria, were identified. The Federal Technical Review Panel members' comments were used in developing the technical clarification questions which were sent to both offerors. The average score for the proposal from The University of Tennessee was 82.9. Six panel members rated it as acceptable and one rated it as unacceptable, but capable of being made acceptable. The average score for the proposal from The Ohio State University was 76.6. Four panel members rated it as acceptable and three rated it as unacceptable, but capable of being acceptable. This evaluation was conducted in strict compliance with the evaluation criteria published in the RFP.

Technical and cost clarification questions were sent to both offerors on November 5. Written responses were received from both offerors on November 19. Negotiations were held in Washington, D.C. with The Ohio State University on November 29 and 30 and with The University of Tennessee on December 2 and 3. The Best and Final technical and cost proposals were received from both offerors on December 10. The Federal Technical Review Panel reconvened December 11, 12, and 13 to review the Best and Final proposals. Mr. Garcia-Quintana resigned from the panel in late November and did not review the Best and Final proposals. Five of the six panel members recommended that The University of Tennessee be awarded the contract, while one panel member recommended that The Ohio State University receive the award.

Contracting Officer's Advisory Panel

The Secretary requested that a Contracting Officer's Advisory Panel, consisting of expert vocational education researchers and practitioners from the field, make a site visit to each offeror. The members of this panel were:

Dr. W. R. Miller
Associate Dean, Graduate School of Education
University of Missouri

Dr. Elizabeth J. Simpson
Dean, School of Family Resources and
Consumer Sciences
University of Wisconsin

Dr. Gordon Swanson
Professor of Agricultural Education & Director
of Graduate Studies for Vocational Education
College of Education
University of Minnesota

Dr. Ray Ryan
State Director of Vocational Education
Arizona

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The purpose of the site visits was to assess the staffing, institutional experience and commitment, resources, facilities, and equipment of each offeror. These site visits were made on October 18 and 19.

On November 2 and 3, this same panel met in Washington, D.C. to evaluate the strengths and weaknesses of the entire proposal from each offeror. Their review was based on the evaluation criteria contained in the RFP; and it addressed the strengths and weaknesses of each offeror's proposal. The Contracting Officer's Advisory Panel did not score or rank the proposals, nor did it make recommendations as to the acceptability or unacceptability of each proposal. Instead, the panel members provided their own comments. The comments from the Contracting Officer's Advisory Panel were used in developing the technical clarification questions which were sent to the offerors. However, when examined, the comments from this Contracting Officer's Advisory Panel favor the support of The Ohio State University proposal due to its proposed performance, capable staff, efficiency, productivity, and broad approach to vocational education needs of this Nation.

Analysis of the proposals submitted by the Ohio State University and the University of Tennessee for a National Center for Research in Vocational Education

Due to the differences of opinion between the Federal Technical Review Panel and the Contracting Officer's Advisory Panel, the Secretary requested me to do a substantive review of the two proposals. I have conducted a review of the following: (1) two original proposals, (2) the responses to the technical questions, (3) the two Best and Final offers, (4) the review sheets of the Federal Technical Review Panel, (5) the review sheets of the Contracting Officer's Advisory Panel, and (6) the review sheets of the Best and Final offers of the Federal Technical Review Panel.

This analysis contains the following: criteria published in the Request for Proposal, original panel scores, comments related to the criteria and subcriteria, listings of the proposed deliverables when appropriate, and proposed first year costs. This analysis will be followed by my summarized judgements for each criterion.

RFP 82-028
(Technical Review Criteria)

CRITERION - A

Maximum
Points
7

Introduction - Overall Understanding:

This section of the proposal describes, in a clear and comprehensive manner the following:

- (a) the offeror's understanding of the concerns in the 1976 Amendments (Public Law 94-482) as related to R&D needs and program improvement activities. Demonstrates the offeror's understanding of the U.S. Department of Education's intent and requirements for the Center;
- (b) an overall understanding of the total scope of work to be performed, and the deliverables to be developed;
- (c) an understanding of the importance of disseminating Center products to vocational education practitioners. Describes dissemination plans for deliverables. Describes a system of providing products which are appropriate for practitioner use at low cost." (R.P. 82-028, p. 8a)

Original Panel Scores

The Ohio State University - 5.29

The University of Tennessee - 5.71

Comments related to the Criterion and SubcriteriaThe Ohio State University

(a) The proposer provides a comprehensive statement about the Vocational Education Amendments of 1976, the research and development needs of vocational education in terms of "capacity building," the social and economic context of vocational education related to unemployment, economic development, productivity and growth, and demographic shifts.

The University of Tennessee

(a) The proposer provides little evidence of understanding of the 1976 amendments as related to the R&D needs and program improvement activities. The proposer does discuss some of the needs of vocational education and provides a statement about what it believes the center should be.

This proposal is heavily oriented to the post-secondary and adult levels with some concern for proprietary education.

(b) The proposer discusses the implications of program improvement for human resource development, key educational training programs, and the importance of coordination and articulation with all organizations and agencies related to vocational education (such as business, industry, proprietary schools, the military, and job training programs). The purpose of the National Center is to improve the capacity of the vocational education community especially at the State and local levels for pre-vocational, secondary, post-secondary and adult levels of both public and private institutions. (P.L. 94-482)

(c) The proposer understands that ERIC is located at 3,269 locations across the nation, that both its and the States products must be disseminated, that assistance must be given to the States and the local levels for dissemination to occur, that dissemination will occur through the various functions at the National Center, that products need to be targeted for both direct users and policy workers and that related dissemination systems must be used.

(b) The proposer indicates the functions to be performed. It also indicates that the National Center would be focused on economic development with a high technology thrust. This focus will include the concern for vocational education to keep and create jobs. It discusses unemployment problems and problems of workers' lack of skills.

(c) The proposer indicates that the existing dissemination system is disjointed. They propose to distribute 70 camera ready copies of their final reports to the States and to provide training concerning dissemination. Each State would then have to reproduce the camera ready copy and distribute it.

Summarized Judgement

The Ohio State University clearly provides a better overall understanding of the Request for Proposal as is indicated by its proposal which proposes a balanced scope of work for the pre-vocational, secondary, post-secondary and adult levels of public and private or proprietary vocational education; further, it addresses a broad array of problems facing vocational education. The Ohio State University proposal better addresses each of the three subcriteria in contrast to The University of Tennessee proposal.

Criterion-BProcedural Plan

Maximum Points
58

General Evaluation of Procedural Plan

The procedural plan is presented for five years. The significance of this plan is underscored by the provision entitled "evaluation of options" in attachment A of the Request for Proposal which states that "The proposals for the option years will be evaluated within the criteria stated on pages 8 to 8f of attachment A, with technical consideration to be of paramount importance." The Ohio State University provided both an appropriate first year and 2-5 year procedural plan. The University of Tennessee proposal provides limited information for the first year plan and limited procedural plans for years 2-5.

"A procedural plan is presented for five years with detailed plans for the first year of operation of a Center reflected in the proposal for each of the following functions and other tasks." (RFP 82-028, p. 8a and 8b)

Function No. 1: Applied Research and Related Activities

Maximum Points
8

"This section of the proposal describes in a clear and comprehensive manner the following:

- (a) plans for designing and administering the studies or activities that will be designated yearly by the U.S. Department of Education;
- (b) plans for determining, managing, designing, and conducting the independent projects;
- (c) suggested criteria, procedures, and rationale for selecting independent projects and activities to be conducted under Function #1." (RFP 82-028, p. 8a-8b)

Original Panel Scores

The Ohio State University - 5.82

The University of Tennessee - 5.71

Comments Related to the Criterion and SubcriteriaThe Ohio State University

The Ohio State University proposal systematically provides a five year plan for each of the six functions. This plan contains: (1) overview, (2) planned approach, (3) outcomes, (4) procedural overview, (5) interfaces, and (6) dissemination plan for the products and applied outcomes. This statement applies to each of the following five functions.

The University of Tennessee

The University of Tennessee proposal very briefly indicates the types of activities that will be conducted in years 2-5. These proposed activities normally follow the activities proposed in year one. This statement applies to each of the following five functions.

(a) The proposer indicates that 20 percent of the funds for this function would be set aside for designated studies. The proposer provides plans for designing and administering the activities designated by OVAE. The specification given by OVAE would be used to design the complete activity and the activity would be managed in a fashion similar to other center activities.

(b) The proposer provides its established procedures for determining, designing, and managing the independent studies. These plans include maintaining a data base and the use of criteria to select problems and develop strategies. Data is drawn from all functions of the National Center as well as from the advisory council, legislative reports, professional associations, vocational practitioner and evaluation studies, and serves as the basis for determining and designing the projects. The proposal indicates that the activities will be managed by scheduling and providing necessary support services, monitoring to ensure staff and resource utilization, and coordination of the activity with other activities in the National Center.

(c) The proposal contains a description of the procedures selecting the independent studies. This includes strategies for identifying problems and tasks, criteria for selecting appropriate problems and tasks, and a rationale for the suggested procedures and criteria.

(a) The proposer indicates that 20 percent of the funds for this function would be set aside for designated studies. The proposer will cooperate with the sponsor in carrying out the designated studies. The proposer provides few plans for designing these studies or activities.

(b) In the procedural plan, the proposer provides an overall philosophy, an indication of how functions will be integrated, how coordination efforts will occur, and a planning model is provided. Except in a broad conceptual way, the proposer provides few plans for determining, managing, or designing the independent projects. The proposer indicates that the tasks or projects that are proposed will be conducted and provides a brief indication of what will be done.

(c) The proposer suggests only a few criteria or procedures for selecting the independent activities. The proposer has selected the activities and provides a limited rationale by having future activities build upon the activities of previous years.

A Listing of the Proposed Deliverables and Proposed First Year Costs

The Ohio State University

Independent Studies

1. <u>Serving the Needs of Displaced Workers</u>	\$141,674
2. <u>Salient Variables in Alternative Learning Environments that Influence Vocational Students' Skill Acquisition and Retention</u>	192,137
3. <u>Strategy for Vocational/Technical Teachers (secondary and post-secondary)</u>	117,410
4. <u>Articulation, Coordination, and Linkage: Inter-organizational Arrangements Between Vocational Education and Related Service Deliverables</u>	152,442
5. <u>A Guide to Assist State Vocational Education Agencies in Responding to the Defense Industrial Base Training Requirements</u>	79,613
<u>Designated Activities</u>	200,813
(to be reserved for directions from OVAE)	
6. <u>Job Redesign and Work Improvement Projects</u>	119,975

The University of Tennessee

Independent Studies

1. <u>Company's Coming Product Series</u>	142,369
A. <u>Represent Vocational Education on Economic Development Teams</u>	
B. <u>Telling the Vocational Education Story in Economic Development Promotional Materials</u>	
2. <u>At Home in the Office Series</u>	145,055
A. <u>The Home Entrepreneur</u>	
B. <u>On-Line Line</u>	
3. <u>COMTASK</u>	325,304
<u>Designated Activities</u>	
(to be reserved for directions from OVAE)	122,545

Summarized JudgementThe Ohio State University

The Ohio State University proposal systematically addresses the criterion and the subcriteria in an adequate fashion. The proposed projects address a broad range of vocational education needs.

The University of Tennessee

The University of Tennessee proposal does not adequately address the criterion and the subcriteria. The proposed activities appear to be appropriate activities, but they do not address a broad range of vocational education needs.

CRITERION - B**Function No. 2 Leadership Development**

Maximum
Points
(8)

"This section of the proposal describes in a clear and comprehensive manner the following:

- (a) plans for designing and operating a National Academy for Vocational Educators;
- (b) plans to use, where appropriate, the most current communication ~~mechanisms and media~~ advances to reach the largest audience;
- (c) plans for designing and operating an Advanced Study Center." (RFP 82-028, p. 8b)

Original Panel Scores

The Ohio State University - 5.71

The University of Tennessee 5.71

Comments Related to the Criterion and Subcriteria**The Ohio State University**

(a) The proposer already operates a National Academy. Consequently it presents plans for the continued operation of a National Academy. These plans include objectives and procedures for both a National Academy and an In-Residence Program. The procedures include concerns for determining themes, reaching a wide variety of audiences, avoiding duplication, and providing for quality assurance. The Proposer has already identified eighteen topical areas and plans for 38 cost-recovery activities.

(b) The proposer plans to use a computer-based switching system to disseminate information about the work-shops or conferences as well as using this mechanism to help in determining client needs. The electronic newsletter will be used for program announcements. A study of the feasibility of using other technological mechanisms to reach larger audiences will be conducted, but no special communications media are proposed for the first year to reach the largest audience.

The University of Tennessee

(a) The proposer does not present plans for designing a National Academy. It does however provide plans for operating a National Academy (Inservice Program). A description of this Inservice Program indicates that 15 of its planned 30 activities will come by request from the field and 15 will be based on products developed at the National Center in four topical areas. The In-residence Program will be publicized in a variety of ways.

(b) The proposer plans to use an electronic mail box to help assess training needs of the field. In-residence persons will have access to the online library managed by the Clearinghouse. Few special communications media are proposed for the first year to reach the largest audience.

(c) The proposer does not present plans for designing an Advanced Study Center. It proposes to continue its current Advanced Study Center. The proposal contains an approach, objectives, and procedures for recruiting and selecting persons, quality assurance procedures, and a theme concerning economic development.

(c) The proposer does not present plans for designing an Advanced Study Center. Only a few statements are made about its operations. The Advisory Council will recommend criteria for selecting participants. The participants will be expected to be self directed in terms of their work activities. They will report directly to the director of the National Center.

A Listing of the Proposed Deliverables and Proposed Costs

The Ohio State University

National Academy \$433,793
(minimum of 38 training activities in 18 topical areas)
(a feasibility study about media communications as part of the Annual Report)

In-residence Program no budget
(approximately 30 persons per year)

Advanced Study Center \$220,909
(six scholars for up to nine months)

Summarized Judgement

The Ohio State University

The Ohio State University proposal is adequate in meeting the Request for Proposal requirements for both a National Academy for Vocational Educators and an Advanced Study Center. While the most current communication mechanisms to reach the largest audiences are not proposed for use the first year, a feasibility study is proposed.

The University of Tennessee

National Academy \$239,205
A. In-residence Program
(limited to 20 plus groups of 5)
B. Inservice Program
(total of 30 training activities)

1. Green Machine: Voc/Tech and Bio Tech
2. Company's Coming: Helping Attract New Industry Through Vocational Education
(repeated 4 times)
3. New Chip on the Block: Computer Literacy (repeated 6 times)
4. Robotur: Trip to National Robotics Institute
5. On Demand - 15 activities

C. Advanced Study Center \$79,910
(four scholars for up to nine months)

The University of Tennessee

The proposer's plans for operating the National Academy for Vocational Educators and the Advanced Study Center are minimal and plans are not proposed for using the most current communication mechanisms to reach the largest audiences during the first or ensuing years.

CRITERION - BFunction No. 3 Dissemination and Utilization

"This section of the proposal discusses in a clear manner how the following plans relate to the D&U needs of the vocational education community:

- (a) plans for designing and operating a system for selecting specific project products for wide dissemination;
- (b) proposed strategies and standards for determining the need for various R&D products by various vocational education practitioner groups;
- (c) plans for designing and implementing an R&D product utilization system which reaches vocational education practitioners;
- (d) plans for liaison with other appropriate disseminating systems;
- (e) plans for designing and operating a system for providing leadership and training among and between the RCUs and Curriculum Coordination Centers;
- (f) plans for designing and operating a continuing and comprehensive evaluation system of vocational education R&D including the impact of the R&D products." (RFP 82-028, p. 8b)

Original Panel Scores

The Ohio State University - 6.29

The University of Tennessee - 8.41

Comments Related to the Criterion and SubcriteriaThe Ohio State University

(a) The proposer already has an operating dissemination and utilization system. Procedures are provided for further refining and strengthening the system. This system plans to select twelve special projects for dissemination to the States and to targeted audiences.

(b) The proposer indicates that it will analyze target markets, build product distribution channels, and analyze product distribution data by user groups.

(c) The proposer includes plans to disseminate information and products from the States, the National Center, and Federally projects to States and to

The University of Tennessee

(a) The proposer will select 7 to 12 outstanding products the first year. It has a plan for developing criteria and utilizing State personnel in selecting the products. Camera ready copy of the products will be given to the States and CCC's. Training will be given to the States about the products and dissemination strategies.

(b) The proposer discusses the strategy of reaching State persons through electronic mail. Standards are not discussed for meeting the needs of the various vocational education practitioner groups.

(c) The proposer provides plans to send camera ready copy of both brochures and products to the States and CCC's. A Newsletter will be published monthly. A toll-free line

targeted audiences through its O&U system to RCU's, CCC's and other appropriate users, through the clearinghouse, through the several targeted newsletters, through the National Academy activities, through awareness brochures, through special meetings, through the use of a toll-free number for individual requests, and through the cost-recovery system. These products include the twelve selected products, the several packages for occupational areas, curricula information, the military curriculum materials, and any other requested materials from the system.

(d) The proposer has plans for maintaining liaison with existing systems and expanding their liaison with the National Diffusion Network and the National Association for Industry Education Cooperation groups.

(e) The proposer plans through leadership to work collaboratively with the Curriculum Coordination Centers and with the National Research Coordinating Unit Association so that mutual goals for improved nationwide dissemination are achieved. The proposer does not propose to provide training to the RCU's or CCC's.

(f) The proposer will document the distribution, use, and impact of R&D products and information. This information will be collected through sampling and on selected products. It does not appear to be a comprehensive evaluation system of the impact of vocational education R&D.

will be staffed. Training will be provided to the States and CCC's about the products and dissemination strategies. The cost-recovery system will operate on demand.

(d) This section of the proposal does not adequately address liaison with other appropriate dissemination systems.

(e) The proposer plans to operate a system for providing leadership and training to the RCU's and Curriculum Coordination Centers concerning products and dissemination strategies, and to assist the States in developing dissemination strategies.

(f) The proposer plans to maintain records of product distribution and to collect information on utilization and impact. This data is for center developed or selected products. It does not appear to be a comprehensive evaluative system of the impact of vocational education R&D.

A Listing of Proposed Deliverables and Proposed CostsThe Ohio State University

1. Theme brochures (ten different titles)
 2. Vocational Educator (2 issues)
 3. Memo (2 issues)
 4. Centergram (no charge to the Government)
 5. Selection and Dissemination of Exemplary products (12 separate products will be selected and disseminated)
 6. Resource Guide to Use Products of High Technology
 7. Records of Research and Development Product Utilization and Impact - Report No. 1
 8. Design for a Comprehensive Evaluation System of Vocational Education Research and Development
 9. A Nation-wide Dissemination Conference
- Total funds for this function - \$917,461

The University of Tennessee

1. Messages in Vocational Education
(20,000 monthly)
 2. The Dissemination, Utilization System Products Data Base: A Feasibility Study
 3. Word Processing: A Special Package of Materials
 4. Biotechnology and Vocational Education: A Special Package of Materials
 5. A Report of the Distribution, Validation, and Impact of Vocational R&D Information and Products
 6. Leadership Coordination Activities to Assist State Personnel in Improving Their Dissemination Activities (Assistance to RCU's and CCC's)
 7. Operate a Public Information Office, Voc-Line (public information line)
- Total funds for this function - \$594,259

Summarized JudgementThe Ohio State University

The proposer has a comprehensive dissemination and utilization system that utilizes existing networks and works with the States, CCC's and other dissemination systems. The proposer understands dissemination and marketing strategies that include the targeting of products to user groups and the servicing of the needs of the States as well as of individual requests. The proposer will not provide training to the RCU's nor do they propose a comprehensive R&D product impact evaluation system.

The University of Tennessee

The proposer has a comprehensive dissemination and utilization strategy. It will work with the States and CCC's and provide training concerning dissemination strategies and dissemination of products. If some States do not or are unable to reproduce the provided camera ready copy, then the products would not get to the user. The proposer will operate a cost-recovery system when 25 or more persons request a product. The proposer does not present adequate plans to maintain liaison with other dissemination systems and it does not propose a comprehensive R&D product impact evaluation system.

CRITERION - BFunction No. 4: Information for Planning and Policy DevelopmentMaximum
Points
8

"This section of the proposal describes the offeror's:

(a) design and plan for operating the information for planning and policy development function;

~~(b) design and plan for obtaining, analyzing, interpreting, and portraying the secondary data for use by various decisionmakers who are making decisions and establishing priorities for vocational education for (1) national needs, (2) national R&D (applied) priorities, and (3) national curriculum development priorities." (RFP 82-028, p.8a)~~

Original Panel Scores

The Ohio State University - 5.71

The University of Tennessee - 6.86

Comments Related to the Criterion and SubcriteriaThe Ohio State University

(a) The proposer indicates the design and plan that will be used to provide two data based studies on vocational education needs each year and to conduct one future oriented needs study. These three studies will produce information to facilitate planning and policy development at the national level.

(b) The proposer indicates that existing national longitudinal data will be utilized to answer persisting national questions that face decision makers regarding vocational education needs. The plan does not indicate that information will be provided which will be useful to either national applied R&D priorities or curriculum development.

The University of Tennessee

(a) The proposer indicates a plan to provide two data based studies on vocational education needs each year as well as conducting one future oriented needs study. An instrument will be designed for the future oriented needs study in year one. These three studies will produce information to facilitate planning and policy development at the national level.

(b) The proposer indicates that existing national data will be used for the two vocational education needs studies to answer questions that face decision makers. An instrument will be developed in the first year for the collection of data in subsequent years. This plan does not indicate that information will be provided which will be useful for either national R&D priorities or curriculum development.

A Listing of the Proposed Deliverables and Proposed CostsThe Ohio State University

- | | |
|--|-----------|
| 1. <u>Transition Patterns Between Education and Work</u> | \$201,845 |
| 2. <u>Anticipating Forces and Factors Likely to Influence Vocational Education</u> | 24,890 |
| 3. <u>Establishing a Data Base for Examining the Effects of Vocational Education</u> | 123,885 |

The University of Tennessee

- | | |
|--|----------------------------|
| 1. <u>Human Resources Supply and Demand in High Technology Areas</u> | 182,514
(for first two) |
| 2. <u>An Analysis of Communications and Office Workers Produced and Needed Annually for the Next Ten Years</u> | |
| 3. <u>National Vocational Education Survey Instrument</u> | 83,919 |

Summarized JudgementThe Ohio State University

This proposer adequately addresses the Request for Proposal criterion. The proposed approach uses existing data and proposes analysis that will be useful to decision makers at the national level concerning broad, important national issues facing vocational education. However, the proposer will not supply data that is useful for decisions concerning applied R&D priorities or curriculum development priorities.

The University of Tennessee

This proposer adequately addresses the Request for Proposal criterion. The proposed approach uses existing data for the two needs studies and proposes data that will be useful to decision makers at the national level in narrower, but important substantive areas. The future oriented study is in the instrument development phase. This proposed study will have importance to those who operate teacher training institutions. It is difficult to ascertain whether the results from this planned study will be of importance to decision makers at the national level in future years.

CRITERION - BFunction No. 5 Clearinghouse

Maximum
Points
(8)

"This section of the proposal presents the offeror's:

- (a) design and plan for operating an information collection, retrieval, and analysis system;
- ~~(b) design and plan for relating the clearinghouse to other appropriate R&D clearinghouse systems;~~
- ~~(c) design and plan for developing and operating a system for the maximum utilization of Department of Defense curriculum materials;~~
- (d) design and plan for developing a system that maintains and disseminates information about instructional media,
- (e) design and plan for completing and distributing annually a report including abstracts and a synthesis of vocational education research and development, curriculum development, and personnel development projects supported by the U.S. Department of Education;
- (f) design and plan for developing state-of-the-art papers about research findings and products that are of concern to vocational education." (RFP 82-028, pp. 8 c&d)

Original Panel Scores

The Ohio State University - 6.71 The University of Tennessee 6.57

Comments Related to the Criterion and Sub-CriteriaThe Ohio State UniversityThe University of Tennessee

(a) The proposer provides an adequate plan for operating an information, collection, retrieval, and analysis system.

(b) The proposer indicates that the Clearinghouse will operate a system for accessing and crosswalking: IRIS, NTIS, the program improvement file, military curriculum materials and curriculum development data bases, and the ERIC Clearinghouse on Adult, Career, and Vocational Education. Users will be trained to use the data base. The feasibility of establishing a LAM product data base will be studied.

(a) The proposer indicates that it will operate an information collection and retrieval system. It will solicit information from nine RCU's (by telephone) to determine if the system can be improved.

(b) The proposer will maintain liaison with ERIC, SSIE, NTIS and IRIS. The proposer offers to make the RIVE data base public. Representatives from the SEA's, RCU's, CCC's, ERIC Clearinghouses, NTIS, SSIE, IRIS, and RDx will be invited to five regional workshops under the auspices of the National Academy; these individuals will learn how to serve as representatives on accessing the RIVE data base.

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(c) The proposer indicates that the system of collecting curriculum materials from the Air Force, Army, Coast Guard, Marines, and Navy that was started in 1977 will be continued. Ten or more new curriculums will be selected and added to the 1,400 previously selected courses.

(c) The proposer indicates that it will review the existing system for collecting materials from the Department of Defense and Coast Guard and establish its own procedures. Brochures and microfiche copies of the materials will be sent to the States and the materials will be announced through its newsletter. It will collect the Basic Skills Education program materials that are being developed for the military services.

(d) The curriculum materials data base will continue as a cooperative effort between the proposer and the Curriculum Coordination Centers. It is now a private data base and will be opened when the number of records can provide a balanced search. About 600 items will be added in the first year by the CCC's and SLR's and an additional 600 items by the Center staff. Entering military developed curriculum information into the file will continue. About 100 software items for micro-computers will be identified from the Northwest Educational Regional Laboratory and the Minnesota Educational Computing Consortium as well as from the vocational education State supported projects. Information about the curriculum materials data base will be announced in newsletters and in presentations. The computer based message switching system will be used with the CCC's and RCU's. It will be expanded to start working with post-secondary institutions.

(d) The proposer will redesign the form being used by the CCC's to codify the curriculum and instructional materials. The forms from the CCC's will be submitted to BRS*. A workshop will be held to train the CCC's to use this data base. The proposer will review the electronic mail network and make suggestions for improving the system.

The proposer will maintain an on-line search capability with The University of Tennessee funds for a variety of data bases.

*BIBLIOGRAPHIC RETRIEVAL SERVICE

(e) The proposer plans to summarize State supported program improvement activities including vocational guidance and counseling and vocational education personnel development. A report of abstracts will be prepared in print form and will be made available for on-line searches. The Projects in Progress for FY 83 will be

(e) The proposer plans to prepare the report on Vocational Education Program Improvement: A Summary of State Administered Projects in FY 1983. State personnel will be asked to suggest other types of data to be included in the report. PRS will be consulted about the possibility of producing such information. The data from this report will be searchable through RIVE. The Projects in Progress for FY 83 will be

(f) The proposer plans to continue commissioning papers from persons outside the National Center. The Advisory Council and other groups will advise the director before selecting the state-of-the-art papers for particular target audiences in high priority areas. A variety of services will be provided to the authors by the proposer.

(f) The proposer will select ten topics for the state-of-the-art papers within the first two weeks of the contract. The titles of the papers are proposed. Each paper will be co-authored by a person from the National Center and an author from the field. The papers will be reviewed by consultants.

A Listing of the Proposed Deliverables and Proposed Costs

The Ohio State University

Clearinghouse \$319,099
 (Includes crosswalks with systems, electronic communications, the program improvement data base, the curriculum materials data base, the military curriculum data base, and a two day training session on the Bibliographic Retrieval Service for Program Improvement Personnel)

Information Analysis \$113,862

- A. Dissemination and Utilization Product Data Base Feasibility Study
 B. State-of-the-Art papers (nine)
 C. A Summary of State Administered Projects in FY 83
 D. Projects in Progress for FY 83

The University of Tennessee

Clearinghouse \$238,750
 (Includes military curriculum announced through the message system, on-line librarian, crosswalks with other systems, and curriculum materials and training for CCC's and RCU's)

Information Analysis \$130,247

- A. State-of-the-Art papers (ten)
 B. Projects in Progress for FY 83
 C. Vocational Education Program Improvement: Summary of State Administered Projects

Summarized JudgementThe Ohio State UniversityThe University of Tennessee

The Ohio State University's proposed Clearinghouse adequately meets the criterion and the subcriteria of the Request for Proposal. Its proposal is more broadly based and proposes to do substantially more work than the University of Tennessee's proposal in the instructional materials area. Also, it provides more definitive plans for conducting the required work.

The University of Tennessee's proposal is adequate in meeting the Request for Proposal requirements. The proposer, in essence, has already selected the state of the art papers.

The proposer suggests that there may be a number of changes in the procedures for the Clearinghouse function. The proposer seems to be unaware of the fact that the changing of some of the procedures would require approval by the Government.

CRITERION - BFunction No. 6: Evaluation series

Maximum
Points
8

"This section of the proposal discusses the design and plan for developing the evaluation procedures, such as guidelines for use by vocational education staffs in evaluating their vocational education programs. An awareness is evident of evaluation materials previously developed for the vocational education community." (RFP 82-028, p. 8d) -

Original Panel Scores

The Ohio State University - 6.33

The University of Tennessee - 5.71

Comments Related to the CriterionThe Ohio State University

The proposer suggests two studies and provides appropriate designs and plans for the studies. These studies should be very useful to vocational education practitioners in the field. The proposers are aware of previously developed materials on program evaluation for vocational education.

The University of Tennessee

Two activities are proposed by the of error. One activity will be to develop a handbook that shows secondary and post-secondary personnel how to use the COMTASK Data Base for program improvement. The other activity involves a three-member team making site visits, by invitation, to three states during the first year to solve a local problem.

A Listing of the Proposed Deliverables and Proposed CostsThe Ohio State University

1. Relating Instruction and Study Time-on-Task in Secondary and Postsecondary Vocational Education - \$124,871
2. Alternative Strategies and Procedures for Involving Business, Industry, and Labor in Evaluating and Planning Secondary and Postsecondary Vocational Education - \$100,257

The University of Tennessee

1. Proactive Job Evaluation for Changing Times Project: Using the COMTASK Data Base - \$ 74,728
2. Site visits of teams of three persons by invitation (three visits) - \$100,585

Summarized JudgmentThe Ohio State University

The proposer's plans adequately meet the criterion of the Request for Proposal.

The University of Tennessee

The proposer's first activity adequately meets the criterion. The second activity does not meet the criterion for developing evaluation guidelines. It is not even clear that the proposed site visit would be concerned with evaluation.

CRITERION - BManagement Tasks (7)

Maximum
Points
8

"The proposal contains a discussion of the following items:

- (a) plan for ensuring appropriate liaison and relationships with R&D organizations, users, and consumers of educational R&D, Federal and State Agencies, professional associations, universities and technical schools, business, industry, labor, and other appropriate groups;
- (b) design and plan for efficiently utilizing the advice of the Council;
- (c) design and plan for establishing and operating a mechanism for reviewing and clearing data collection instruments that require Federal approval;
- (d) evidence of procedures to be used to avoid duplication of effort is provided." (RFP 82-028, p. 8d)

Original Panel Scores

The Ohio State University - 6.66

The University of Tennessee - 5.71

Comments Related to the Criterion and SubcriteriaThe Ohio State University

- (a) The proposer provides a formalized liaison procedure that will involve approximately 200 organizations and agencies by the end of the first year. These linkages are at the awareness, interest, communication, and collaboration levels. Liaison is maintained with Federal agencies, business and industry, personnel developers and trainers, labor unions, professional associations, youth groups, educational labs and centers, State agencies and organizations, and higher education institutions.
- (b) A design and plan is provided for working with the Advisory Council and utilizing its advice. Procedures are provided for working with the Advisory Council.

The University of Tennessee

- (a) The proposer indicates there will be three levels of liaison: 1) policy level, 2) program level, and 3) personal level. The function will be decentralized to all staff. Plans will be developed to assure that liaison is maintained with all groups.
- (b) The proposer indicates that the advice of the Advisory Council will be used not only by the director, but also by the staff.

- | | |
|---|---|
| <p>(c) The proposer indicates an understanding of the clearance of forms, media, data processing and other clearances. A file of 1,400 instruments is maintained and the proposer is knowledgeable about the provisions of the Privacy Act, the control of paper work amendments, and the various legislative and executive requirements for paperwork reduction. The proposer has procedures for screening and submitting instruments for clearance.</p> | <p>(c) The proposer indicates that it is familiar with the clearance of instruments. The Quality Control Coordinator will be responsible for instrument clearance. However, procedures have not been specified.</p> |
| <p>(d) The proposer does not address this item in this section, but this item has been addressed in other parts of the proposal.</p> | <p>(d) The proposer does not address this item in this section of the proposal. The concern for duplication has been mentioned in other parts of the proposal.</p> |

Summarized Judgement

The Ohio State University

The Ohio State University proposal adequately addresses and meets the Request for Proposal requirements with the exception of describing the avoidance of duplication in this section of the proposal.

The University of Tennessee

The University of Tennessee proposal barely meets the requirements of the Request for Proposal. The proposed liaison plan is weak and plans for working with the Advisory Council are not adequately described. Although the proposer is aware of the instrument clearance requirements, the instrument clearance mechanism is not adequately described. The mechanism for the avoidance of duplication of effort is not adequately described.

CRITERION - CManagement Plan for the Center

Maximum
Points
10

"This section of the proposal describes, in a clear and comprehensive manner, the following items:

- (a) philosophy of management for the Center;
- (b) philosophy of and proposed organizational structure for the Center and relationship to a larger organizational structure of which the offeror may be a part;
- (c) specific management plan for managing Center activities and personnel, including quality control measures, proposed milestones, deadlines, and methods for reporting progress for each major activity;
- (d) financial accounting and budgeting procedures;
- (e) proposed staff composition, staff development, and inservice training activities;
- (f) relationship of the Center management staff to the Council;
- (g) coordination of all Center activities." (RFP 82-028, p. 8d-8e)

Original Panel Scores

The Ohio State University - 6.29

The University of Tennessee - 5.14

Comments Related to the Criterion and SubcriteriaThe Ohio State University

- (a) The proposal indicates that an important characteristic of management in any organization is the degree to which it is cognizant of and responsive to a sense of organizational mission.
- (b) The proposed National Center uses a three-tiered structure. Task managers in each function report to a director (Division) who reports to the Director. The Director reports to the Vice-Chancellor of the University.
- (c) The proposer has provided a comprehensive detailed set of plans for managing center activities and personnel, including control procedures, milestones, and methods for reporting progress for each major

The University of Tennessee

- (a) The proposal indicates that the organizational climate should support creativity and is dependent upon the quality of the people in the Center. The concern for quality should be a daily occurrence with a Quality Control Coordinator in charge.
- (b) The proposed National Center has staff reporting to four division directors who report to the Center Director. The Center Director reports to the Dean for Research, who reports to the Vice Chancellor for Graduate Studies and Research.
- (c) The proposed management plan is in the form of a philosophy for managing the National Center. It includes a Quality Control Coordinator who is responsible for quality control and for working with staff concerning quality control. Baseline management plans are available. Methods

activity. Quality control procedures are provided in another section of the proposal.

- (d) Fiscal procedures and budget accounting procedures include: relationships to the University Foundation, budget formulation and administration, accounting, consolidated purchasing, travel procedures, sponsor required fiscal and personnel reports, internal fiscal and personnel reporting, and monthly exhibits of project expenditures.
- (e) The original proposed staff included 53 Ph.D.s, 7 Ed.D.s, 1 Juris Doctor, 59 M.A.s, 3 M.Ed.s, 23 B.A.s, and 8 B.S.s. These include 12 disciplines outside of Education in 46 major areas of concentration. Degrees were received from 68 different institutions. Appropriate and adequate staff development and inservice training activities are conducted.
- (f) The proposer does not address the relationship of the Center Management Staff to the Council in this section of the proposal, but an adequate description exists in another part of the proposal.
- (g) The proposal discusses both external and internal coordination activities including: the Liaison Network, professional participation of staff in professional associations, the monthly newsletter, the technical assistance that is provided, the program information office, the

for reporting progress for each major activity are not adequately addressed, but this would occur through regularly planned meetings with the Director.

- (d) The proposal indicates that standard cost accounting and reporting procedures already in place at The University of Tennessee will be used.
- (e) The proposer has seven key staff available at the University. Several other key staff, including the director, have made commitments to work at the National Center. The original proposed staffing pattern would include: 32 professionals (9 Doctoral level, 23 Bachelor and Master's Level), 29 graduate research assistants and 16.5 clerical personnel. Staffing appears to have been increased in the Best and Final offer. The Quality Control Coordinator would be in charge of staff development.
- (f) The proposal addresses this sub-criterion, but this point has been more fully addressed in another part of the proposal.
- (g) The proposer discusses the internal coordination of center activities such as: the use of the management plan, the Quality Control Coordinator's responsibilities, Management team meetings, Division meetings, and the Advanced Study Center Luncheon with the Executive Director.

consortia arrangements, the weekly in-house organ, the Executive Committee Meetings, the special interest groups, and general monthly staff meetings.

Summarized Judgement

The Ohio State University

The proposer very adequately meets this criterion. The proposed management plan is described in a clear and comprehensive manner that gives assurance of a well thought through management philosophy and plan.

The University of Tennessee

The proposer provides a discussion for each subcriterion. A philosophy for the National Center is provided. Management plans are not adequately discussed.

CRITERION - DStaffing

Maximum
Points
10

"This section of the proposal describes plans and design for staffing the Center with the competencies required for the leadership, management, and key specialists' roles required to complete the scope of work. Vitae are provided in the proposal for the Director of the Center, principle personnel, and project managers. The major areas of competencies of these staff are given. An analysis is presented concerning the professional expertise of the staff in terms of vocational education, other diverse social science disciplines, and in appropriate technical and computer areas. The areas of vocational, academic, and technical expertise of the staff should be specified." (RFP 82-028, p.8e)

Original Panel Scores

The Ohio State University - 6.57 The University of Tennessee - 9.43

Comments Related to the CriterionThe Ohio State University

This proposer originally indicates the following staffing pattern: 53 Ph.D.s, 7 Ed.O.s, 1 Juris Doctor, 59 M.A.s, 3 M. Ed.s, 23 B.A.s, and 8 B.S.s. These persons come from twelve major disciplines with 46 major areas of concentration. They have degrees from 63 different institutions. Forty-eight persons have degrees in vocational education, 97 have degrees in the social science disciplines, and 9 have degrees in the technical and computer related fields. Other charts and narratives are provided which relate staff competencies and experience to assignments. Job descriptions and curricula vitae are provided for all or almost all of the proposed professional staff.

Summarized JudgementThe Ohio State University

The proposed staffing appears to be appropriate for a broadly based and balanced R&D center. The staff are capable and represent a broad array of disciplines including an adequate representation in vocational education. The staffing pattern portrays balance, and the vitae indicate a high level of

The University of Tennessee

This section of the proposal indicates that 9 persons will form the core management and leadership staff of the National Center. One summary chart provides information about the areas of responsibility for the key staff as well as their preparation and experience. No other chart is provided which summarizes or categorizes competencies or background. These 9 persons have a mixture of backgrounds in vocational education, the social sciences, computer areas, and other technical areas. The original project staffing for the National Center includes 24 persons with doctors degrees, 24 persons with masters degrees, 6 persons with bachelors degrees and 16.5 clerical personnel. Vitae are provided for the key personnel.

The University of Tennessee

The proposed staffing appears to be appropriate for a focused R&D center. The staff appear to be capable, but they do not represent a broad array of disciplines. Vocational education is adequately represented in the staff backgrounds and experience.

competence and experience. Due to the number, competencies, levels of education, experience, and diversity of disciplines, this proposal definitely offers a stronger staff and staffing pattern than the other offeror.

The vitae for the key staff shows both experienced and less "seasoned" personnel.

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CRITERION - EInstitutional Experience

Maximum
Points
5

"This section of the proposal will describe the following:

- (a) Past experience in conducting applied R&D of the type called for in this Request for Proposal;
- (b) current capabilities for conducting applied R&D of the type called for in this Request for Proposal;
- (c) future commitment for operating a quality Center for Research in Vocational Education." (RFP 82-028, p. 8e)

Original Panel Scores

The Ohio State University - 4.86

The University of Tennessee - 5

Comments Related to the Criterion and SubcriteriaThe Ohio State University

(a) The proposer has completed over 640 projects supported by 130 different sponsors in the past seventeen years. More than 1000 products have been produced during that period of time. The proposer will soon be completing five years of work in a center that is nearly identical to the type of work required by this Request for Proposal.

(b) The proposer has almost the same staff for the same proposed functions that now exists in the National Center for Research in Vocational Education.

(c) The proposer has indicated substantial commitment in the past by fiscal support and by constructing physical facilities for the needs of the National Center.

The University of Tennessee

(a) The proposer indicates that it has a number of related centers in the University and that a number of persons in the University have conducted vocational education or related projects. It also lists its geographic setting which is close to institutions such as the Oak Ridge National Laboratory, the Tennessee Valley Authority and other related institutions and centers.

(b) the proposer indicates its unique capabilities for managing large centers and the experience of its current Dean for Research.

(c) The proposer indicates a strong commitment for the National Center in the form of institutional resources, in-kind commitment, the Technology Corridor and the like.

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Summarized JudgementThe Ohio State University

The proposer has managed a comprehensive R&D center in vocational education for 17 years. It is nationally and internationally recognized. No other institution has conducted anywhere near the amount of R&D in vocational education as the proposer. The proposer has the capability and the strong and continuing support of the University. This proposer must be judged to be stronger on this criterion than the other offeror.

The University of Tennessee

The proposer would give strong commitment to a National Center and it does have experience and capability within the institution from operating other national centers.

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CRITERION - F

Resources/Facilities/Equipment

Maximum
Points
5

"This section of the proposal discusses the following items:

- (a) institutional resources that are available and necessary to manage and operate the scope of work outlined in the Request for Proposal;
- (b) facilities that are available and necessary to manage and operate the scope of work outlined in the Request for Proposal;
- (c) equipment that is available and necessary to manage and operate the scope of work outlined in the Request for Proposal; (RFP 82-028, p.8f)

Original Panel Scores

The Ohio State University - 5

The University of Tennessee - 5

Comments Related to the Criterion and SubcriteriaThe Ohio State UniversityThe University of Tennessee

(a) The proposer outlines the institutional resources that are available including: libraries, access to nationwide data files, data bases from longitudinal studies, computer services for communications, data analysis and programming, The Ohio State University Library system, various national centers at the University, and media services.

(b) The proposer's facilities consist of 93,000 square feet of space with offices, conference rooms, and a research library.

(c) The proposer indicates the availability of electronic data processing equipment such as on-line terminals, the university's main frame computer on a 20 hour a day basis, electronic communication facilities, conference call equipment, toll-free telephone service, and micro-computers.

(a) The proposer outlines institutional resources such as extensive libraries, faculty experience, data processing technology, and the Emerging Technology Corridor.

(b) The proposer intends to rent a building in the Technology Corridor that will have appropriate space, office equipment, conference space, and wiring for electric and computer equipment. Conference space will also be available in the Conference Division of the University.

(c) The proposer lists a large variety of computer and electronic equipment, including micro-computers, institution programs, and data processing capability.

Summarized JudgementThe Ohio State University

The proposer has the appropriate resources to manage and operate a center. It has substantial space and equipment; much of this space is owned and was built by the University especially for the National Center for Research in Vocational Education. This proposer is stronger than the other offeror on this criterion.

The University of Tennessee

The proposer has the appropriate resources to manage and operate a National Center. It has substantial amounts of electronic and computer equipment and it is located next to other institutions which have substantial resources. The proposer would provide adequate space and facilities.

CRITERION - GQuality Control Plan

Maximum
Points
5

"This section of the proposal describes the offeror's:

- (a) plan for ensuring quality control of the activities it conducts and the deliverables it completes;
- (b) plan for documenting the impact of the Center's work, products, and activities under this contract." (RFP 82-028, p. 8f)

Original Panel Scores

The Ohio State University - 4.43

The University of Tennessee - 4.71

Comments Related to the Criterion and SubcriteriaThe Ohio State University

(a) The proposer provides a quality control plan that includes a product review mechanism to insure quality standards for products. Other procedures include technical review of projects and quality circles.

(b) The proposer plans to document the following: impact of user involvement through outreach statistics; impact through the use of the products and activities; and the effects on users through follow-up studies.

The University of Tennessee

(a) The primary plan of the proposer is to utilize a quality control person who will work with staff and who will be concerned with quality control of products and activities.

(b) The proposer addresses this point in another section of the proposal.

Summarized JudgementThe Ohio State University

The proposer addresses both subcriteria in a systematic and insightful fashion. The proposer's statement for this criterion is stronger than the other offeror's statement.

The University of Tennessee

The proposer indicates that there will be quality control and documented impact, but the procedures are not fully detailed.

Concerns

Based on the analysis of each criterion in the Request for Proposal that has been provided above, it is quite clear that The Ohio State University has provided the strongest proposal for the planned five year National Center for Research in Vocational Education. This planned National Center includes the first-year procurement with four successive one-year "buys" without competition. The award of the first-year contract is, in essence, the start of a five-year National Center. The proposals must be perceived as plans for five years of procurement. Thus, preference must be given to the proposal that proposes the best five-year procedural plan as well as detailed plans for the first year of operation. The Ohio State University has submitted such a proposal. The Federal Technical Review Panel appears to have given too much weight to the more narrowly focused University of Tennessee proposal for the first-year effort rather than viewing the proposal as a five-year effort with a need for balance and a broad based long-term approach. The Request for Proposal listed a substantial number of priority areas or areas of focus. While the Request for Proposal did not indicate that each of these areas must be addressed, it suggested a substantively broad based proposal that provided a balanced approach for the many diverse vocational education communities at all levels of vocational education.

While the Federal Technical Review Panel provides advice to the government regarding proposals that are received, it clearly is the responsibility of the government to make the best decision regarding which proposer should be funded. This decision is based on the announced technical review criteria and the best buy for the government in terms of impact on the broad diverse vocational education communities for the planned five year duration of the National Center.

I have some other concerns in addition to those which were reviewed by the Federal Technical Review Panel. The are:

1. The National Center for Research in Vocational Education at The Ohio State University has performed at an exceptionally high level in all six of the required areas of (1) applied studies, (2) information for policy making, (3) leadership development (4) evaluation services, (5) the clearinghouse, and (6) the dissemination and utilization system. It is a center that has appropriately addressed a broad range of national priority areas for the many and diverse vocational education constituents at the secondary and post-secondary levels as well as for business and industry.
2. Cost and Cost Effectiveness: The Best and Final cost proposal from The University of Tennessee was for the amount of \$3,106,603.00. This proposer indicates that its costs were intentionally kept lower the first year so that there would be funds available to phase out the existing National Center Contract. The proposal does not indicate that the proposed costs for the first year will be

maintained for ensuing years. The Best and Final cost proposal from The Ohio State University was for the amount of \$4,369,947.00. While The University of Tennessee's proposed cost is less than the proposed cost for The Ohio State University, The Ohio State University proposal includes more activities and services to a broader range of vocational education communities at the pre-vocational, secondary, post-secondary, and adult levels. This is in contrast to The University of Tennessee's proposal which is more focused and tends to be more oriented to the post-secondary and adult levels. While the Ohio proposal requests more funds, it proposes to do more work to serve the broad array of vocational education communities. This is more in line with the congressionally mandated intent for the National Center.

The overhead rate proposed by The University of Tennessee for its first year of operation was 45 percent of the direct costs. However, its actual current overhead rate is 56.2 percent. The University of Tennessee plans to cost share the differential in overhead costs for the first operating year.

The Ohio State University's overhead for the National Center, when calculated on a total direct cost basis for the first year, is 36.9 percent. The Ohio State's lower overhead rate for the National Center and the fact that it proposes to deliver more products and services strongly suggest that it is and will continue to be a more cost effective national center that best meets the intent of the authorizing legislation and the competitive Request for Proposal.

Recommendation

I recommend that consideration be given to the above factors in selecting the offeror that is to receive the new contract for the National Center for Research in Vocational Education.

As this critical time for vocational education, a period of uncertainty due to reauthorization of the Vocational Education Act and other dramatic changes affecting the field, I recommend that consideration be given to the concerns expressed above. Vocational education today, perhaps more than any time in history, must respond to critical national concerns such as high unemployment, changes in technology, and increased needs to improve productivity in order to improve our national posture in world markets. I believe it is in the best interest of the Nation and of vocational education that the contract to conduct a National Center for Research in Vocational Education be awarded to The Ohio State University.

Attachment

Addition To TESO

D. F.

MEMORANDUM

UNITED STATES DEPARTMENT OF EDUCATION
WASHINGTON, D.C. 20202

DATE: JAN 13 1983

TO: Frank McGettrick, Director
Assistance Management Procurement Services

FROM: Assistant Secretary
for Vocational and Adult Education

SUBJECT: Summarization Concerning the Award for RFP 82-028

As requested by your staff on January 5, this memo summarizes the statements that supported my recommendation contained in the 1/5/83 memo to you (subject: Recommendation for Award Re: RFP 82-028). In that memo, I recommended that The Ohio State University be awarded a contract for the National Center for Research in Vocational Education. This recommendation is based on the following reasons which are either explicitly or implicitly contained in the memo.

- (1) The Ohio State University proposal more adequately addresses both the Scope of Work and the proposal review contained in RFP 82-028 criteria than does the other offeror's proposal.
- (2) The Ohio State University proposal provides a better understanding of the concerns of the 1976 Amendments as related to R&D needs and program improvement activities.
- (3) The Ohio State University proposal provides a more balanced, broad-based, and long-term approach for serving the broad array of vocational education communities in terms of educational levels, populations, and concerns than the other offeror's proposal.
- (4) The Ohio State University proposal provides more adequate plans for each of the six functions for both the first operating year and for the ensuing years along with more products and services for a broader array of vocational education audiences.
- (5) The Ohio State University proposal provides better plans for the management tasks and management plans for the center.
- (6) The Ohio State University proposal provides for better resources, facilities, and equipment.
- (7) The Ohio State University proposal describes a stronger history of institutional experience in vocational education R&D.
- (8) The Ohio State University proposal provides for a more systematic and planned quality control plan.

Robert M. Northington
Robert M. Northington

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ADDITION TO TESTIMONY - PAGE 9

ADDITIONALLY, I THINK IT IS APPROPRIATE TO MENTION, THAT ON FEBRUARY 2, 1983, THE UNIVERSITY OF TENNESSEE WITHDREW ITS BID PROTEST ON THE NATIONAL CENTER CONTRACT AFTER REVIEWING MATERIALS PROVIDED BY THE DEPARTMENT.

THESE MATERIALS WERE PROVIDED AT THE REQUEST OF THE UNIVERSITY OF TENNESSEE AND CONSTITUTED THE BASIS FOR THE CONTRACT AWARD.

WALTER G. WOODWARD



UNITED STATES DEPARTMENT OF EDUCATION
OFFICE OF THE SECRETARY

THE SECRETARY

UNITED STATES DEPARTMENT OF EDUCATION
CORRECTIONAL EDUCATION POLICY STATEMENT

The Department of Education, under the direction of the Secretary of Education, is legislatively designated as the primary agency responsible for the administration of Federal programs of financial assistance to education. The Secretary is authorized, upon request, to provide technical assistance to State educational agencies, institutions of higher education, local school systems, and other instrumentalities of the States.

The Department's programs and budget are focused on two essential goals:

- to guarantee that students of all ages enrolled in our schools, colleges, and vocational centers have equal access to the best possible education and,
- to improve the quality of education for every student by supporting research, development, and dissemination of new teaching methods and materials.

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Education is a necessity for every American, including the more than 2.2 million adults and juveniles who are under the jurisdiction of the criminal justice system. However, few of the nations jails provide educational services. Most of the national prisons provide basic academic and vocational programs, but fewer than 12 percent of the total prison population have access to such programs.

The men and women who serve time in the criminal justice system are among those the Department of Education has a responsibility to serve. It is, therefore, the commitment of the Department to lend its efforts in upgrading and making more effective the educational programs in correctional institutions of the States.

The Department's involvement in correctional education is further justified by the extreme level of educational disadvantage found in the corrections population. By advocating improvement in the quality and quantity of education and training opportunities for adult and juvenile offenders, the Department of Education will redress this educational disadvantage found in the corrections population.

Compared to other educationally disadvantaged groups, the social and economic cost of the corrections population is extremely high. The criminal justice system places a heavy burden on the American taxpayer. Custody costs range from \$13,000 to \$40,000 per inmate each year. Also added to that are court costs, welfare payments, construction costs, and a

Page 3

host of other costs commonly associated with arrest, conviction, incarceration, release, arrest, and reincarceration.

At the current rate of recidivism, it is estimated that of the 150,000 inmates who will be released this year, between 30 to 70 percent will be recommitted to a correctional facility within one year. Lack of basic education and marketable job skills aggravate a released offender's difficulties in securing employment, thus, influencing the return to crime. However, with the tools for survival--basic education and a marketable job skill, coupled with the rise in self-esteem which is the inevitable result of achievement--a released inmate's chances for rehabilitation are considerably increased.

It is, therefore, the policy of the Department of Education that through its leadership and resources:

- o The Department will assist state and local jurisdictions to develop, expand, and improve their delivery systems for academic, vocational, technical, social and other educational programs for juvenile and adult offenders in order to enhance their opportunities to become law-abiding, economically self-sufficient, and productive members of society.

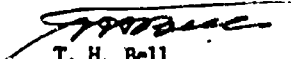
To carry out this policy:

- o The Office of Vocational and Adult Education will assume leadership for the Department's Correctional Education effort.

Page 4

- o The Department will establish an intra-departmental coordinating committee on Correctional Education to assist in bringing about greater cooperation and coordination in the Department's corrections-related programs in the areas of policy, use of existing resources, avoiding duplication of efforts and costs, and effecting a better delivery system for needed services at the State and local levels.
- o The Department will play an active role in interagency corrections coordination activities.
- o The Department will support research, development, and dissemination efforts to develop knowledge of special curricula, organization, personnel, and support services needed in correctional education.

All officers in the Department of Education and all State and local educational agencies receiving the Department's assistance are encouraged to act in accordance with this policy.


T. H. Bell
Secretary of Education

AUG 16 1983

Senator METZENBAUM. Yes, that is it.

Would you tell us the conclusion, if you know, with respect to that report?

Dr. WORTHINGTON. Yes; the National Advisory Council passed a unanimous resolution which they submitted to the Secretary. They said—and I quote—"It is therefore resolved that this Advisory Council respectfully recommend to the Secretary that the aforementioned report"—they are talking about the one that you referred to—"be disregarded as the basis for any judgments related to, one, the quality and utility of National Center products and services; and, two, the effectiveness of its management; and, three, the scope and nature of its activities; and, four, the quality and appropriateness of its staff."

They made generalizations obviously that the Council felt had no basis in their research.

Senator METZENBAUM. Dr. Peterson, have you reviewed the level of efforts proposed by the University of Tennessee in its proposal as compared to that proposed by the Ohio State University?

Dr. PETERSON. No, sir, not in detail.

Senator METZENBAUM. Are you aware of the fact—or is it a fact, if you know, that the level of effort proposed by the Ohio State University was substantially in excess of that proposed by the University of Tennessee?

Dr. PETERSON. When you referred to level of effort, I did not understand whether you were referring to dollar values per activity or whether you were referring to things like products and services?

Senator METZENBAUM. Products.

Dr. PETERSON. I have reviewed the list of products proposed both by Ohio State University and the University of Tennessee. I would be glad to give you that list. The facts bear out there were more products proposed by the University of Tennessee.

I would like to point out in the 35-page memorandum submitted by Mr. Worthington to the Secretary, it was pointed out that Ohio State University was delivering more for the dollar.

I would like to point out to you that the number of products proposed by the University of Tennessee was actually a longer list and I have those by titles.

[Information supplied for the record follows:]

RESPONSE OF DR. PETERSON

Senator Metzenbaum posed a question on level of effort proposed by the two institutions. Attached is a "Summary of Products/Deliverables" that were proposed by Ohio State and The University of Tennessee. The Year 1 Products/Deliverables are also listed by title on an accompanying chart. You will find that Ohio State proposed 56 deliverables in Year 1; The University of Tennessee proposed 58.

SUMMARY OF PRODUCTS/DELIVERABLES¹

<u>Function</u>	<u>UTK</u>	<u>OSU</u>
Applied R&D	8	6
Leadership	3	1
D & U	28	32
Information for Planning & Policy	3	3
Clearinghouse	12	12
Evaluation	4	2
TOTAL	<u>58</u>	<u>56</u>

¹This does not include routine management reports which both proposers were required to deliver.

Year 1 Products/Deliverables

TENNESSEE			OHIO		
Deliverable Title	Mo. Due	# of Copies	Deliverable Titles	Mo. Due	# of Copies
<u>Applied Research & Development</u>					
1. Representing Vocational Education on Economic Development Teams	12	70/6	1. Assisting Displaced Workers: Resources and Practices	12	6
2. Telling the Vocational Education Story in Economic Development Promotion Materials	12	70/6	2. Alternate Pathways for Basic Basic Skills Development	12	6
3. The Home Entrepreneur	12	70/6	3. Linkage to Vocational Education Related Service Deliverers	12	6
4. On-Line Lines	12	70/6	4. Responding to Defense Firm Training Needs	12	6
5. Description of Task Analysis Process	12	10/6	5. Training Implications of Job Redesign and Work Improvement	12	6
(Description of Database Capability	12	10/6	6. Strategy for Technological Update of Vocational/Technical Teachers	12	6
7. Computer Printouts of Four Task Analyses	12	10/6			
8. Manual for Conducting Task Analyses for Input into the COMTASK Database	12	15/6			
<u>Leadership</u>					
1. Untitled (Report/Product of Advanced Studies Center Participants - 1 per Participant)	Vary	4/1	1. Annual Report of the National Academy for Vocational Educators	12	6
2. National Academy Section of Annual Report (Inservice)	12	10/6			
3. National Academy Section of Annual Report (In Residence)	12	10/6			

TENNESSEE			OHIO		
Deliverable Title	Mo. Due	# of Copies	Deliverable Titles	Mo. Due	# of Copies
<u>Dissemination and Utilization</u>					
1. MESSAGES in Vocational Education (12 issues)	Each Mo.	50000/6	1. Memo (2 issues)	5 & 10	/6
2. The Dissemination and Utilization System Products Database: A Feasibility Study	11	15/6	2. Vocational Educator (2 issues)	6 & 9	/6
3. Word Processing: A Special Package of Materials	10	150/6	3. Selected Exemplary Products (12)	6	/6
4. Biotechnology and Vocational Education: A Special Package of Materials	10	150/6	4. Resource Guide '2)	11	/6
5. Selected Products in Vocational Education Brochure(s) (12)	12	150/6	5. High Technology Information Report	12	/6
6. A Report on the Distribution, Utilization, and Impact of Vocational Education R & D Information Products	12	15/6	6. System Design for Evaluating Vocational Education R & D	12	/6
			7. Theme Brochures (10)	10	/6
			8. Summary of Dissemination Outcomes	11	/6
			9. Proceedings of the Sixth Nationwide Vocational Education Dissemination Conference	12	/6
<u>Information for Planning and Policy Development</u>					
1. Human Resources Supply and Demand in High Technology Areas	12	70/6	1. Transition Patterns Between Education and Work	12	/6
2. An Analysis of Communication and Office Workers Produced and Needed Annually for the Next Ten Years	10	70/6	2. Transcript Collection of New Youth Cohort	12	/6
3. National Vocational Education Survey Instrument	6	20/6	3. Future Implication for Vocational Education	12	/6

TENNESSEE			OHIO		
Deliverable Title	Mo. Due	# of Copies	Deliverable Titles	Mo. Due	# of Copies
<u>Clearinghouse</u>					
1. Training Factors Needed by Companies Choosing to Locate or Relocate in a Community	10	85/6	1. Dissemination and Utilization Product Data Base Feasibility Study	12	/6
2. Vocational Education and the Promotion of Economic Development	10	85/6	2-9 State-of-the-Art Papers	12	/6
3. Computer Literacy for Vocational Educators	10	85/6	11. Summary of State Administered Program Improvement Projects in FY 1983	12	/6
4. Robots Among Us	11	85/6	12. Projects in Progress-FY 1982	5	/6
5. Biotechnology and Its Implications for Vocational and Technical Education	12	85/6			
6. Is This Really the Office?	12	85/6			
7. Out of Work at Mid-Career	12	85/6			
8. Black, Male, Young, and Out of Work	11	85/6			
9. Physics, Chemistry, and Mathematics in High Technology Occupations	10	85/6			
10. The Off-Farm Rural Entrepreneur	11	85/6			
11. Projects in Progress-FY'83: A Report of the Coordinating Committee on Research in Vocational Education	12	150/100			
12. Vocational Education Program Improvement: A Summary of State-Administered Projects in FY '83					

TENNESSEE			OHIO		
Deliverable Title	Mo. Due	# of Copies	Deliverable Titles	Mo. Due	# of Copies
<u>Evaluation</u>					
1. Proactive Job Evaluation for Changing Times	12	70/6	1. Time-on-Task in Secondary and Post-Secondary Vocational Education Classes	12	/6
2. First VISIT Team Report	8	10/6	2. Involving Business, Industry, and Labor in Evaluating and Planning Vocational Education	12	/6
3. Second VISIT Team Report	10	10/6			
4. Third VISIT Team Report	12	10/6			

Senator METZENBAUM. Did the University of Tennessee address all, or a major portion, of the priorities as called for?

Dr. PETERSON. Yes.

In fact, I have a chart which I will be glad to show you.

When we received Dr. Worthington's 35-page justification statement we naturally were interested in seeing how he justified the decision that he had made. We looked at the justification in detail.

One of the things he commented on was we may not have addressed adequately all 13 areas. I then pulled together that data in table format, which would show you exactly how we did address the 13 areas.

RESPONSE OF DR. PETERSON

Senator Metzenbaum also inquired as to whether The University of Tennessee had addressed all thirteen areas that were required in the RFP. Attached is the chart that was included in The University of Tennessee proposal which summarizes how each priority area was addressed.

ECONOMIC DEVELOPMENT MODEL

ECONOMIC DEVELOPMENT IS . . .

all the elements

RFP Focus¹

economic development (1)
economic recovery (4)
improve productivity (2)

Supported by Year 1 Products and Services¹

Applied R & D

Company's Coming Product Series: Representing Voc. Ed. on Economic Development Teams (1,4)

Company's Coming Product Series: Telling the Voc. Ed. Story in Economic Development Promotion Materials (1,4)

At Home in the Office Series: The Home Entrepreneur (1,2,4)

At Home in the Office Series: On-Line Lines (1,2,4)

Leadership

Green Machine: Voc. Tech. & Bio. Tech. Workshops (4,2)

New Chip on the Block: Computer Literacy for Vocational Educators Workshops (2)

Company's Coming Workshop: Helping Attract New Industry Through Vocational Education (1,4)

Robotour: A Trip to the National Robotics Institute (1,2)

Clearinghouse

State of Art Paper--Vocational Education and the Promotion of Economic Development (1,4)

State of Art Paper--Training Factors Desired by Companies Choosing to Locate or Relocate (2,4)

¹Note: Each item in 2nd and 3rd column is labeled and numbered to correspond with the focus items appearing on pp. 2 and 3 of Attachment C of the RFP.

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ECONOMIC DEVELOPMENT MODEL, Continued

ECONOMIC DEVELOPMENT IS ALL
THE ELEMENTS. . .

where vocational education
can play a role in

RFP Focus
training for high technology
occupations (5)
meeting needs of business,
industry, and military (6)
decreasing youth unemployment (7)
assisting displaced workers (8)
helping rural populations (12)
improving skills and occupation
training needs of adults and
out of school youth (13)

Supported by Year 1 Products and Services

Applied R & D

COMTASK: Computerized Task Inventory of High
Technology Occupations (5,13)

At Home in the Office Series: The Home
Entrepreneur (5,6,8,12)

At Home in the Office Series: On-Line Lines
(5,6,8,12)

Leadership

Green Machine: Voc. Tech. & Bio. Tech.
Workshops (5)

New Chip on the Block: Computer Literacy for
Vocational Educators Workshops (5)

Robotour: A Trip to the National Robotics
Institute (5,11)

D & U

Special Packages in Biotechnology and Word
Processing (5)

Information for Planning and Policy Development

Scientific Human Resource Projections and Their
Relationship to Vocational Education (6)

An Analysis of Communications and Office Workers
Needed in the Next Ten Years (6)

National Assessment of Teacher Education (5,6)

11-9

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ECONOMIC DEVELOPMENT MODEL, Continued

ECONOMIC DEVELOPMENT IS ALL
THE ELEMENTS. . .

where vocational education
can play a role in

RFP Focus

training for high technology
occupations (5)
meeting needs of business,
industry, and military (6)
decreasing youth unemployment (7)
assisting displaced workers (8)
helping rural populations (12)
improving skills and occupation
training needs of adults and
out of school youth (13)

Supported by Year 1 Products and Services

Clearinghouse

State of Art Paper--Training Factors Desired
by Companies Choosing to Locate or Relocate (5)

State of Art Paper--Computer Literacy for
Vocational Educators (5)

State of Art Paper--Robots Among Us (5)

State of Art Paper--Biotechnology and Its
Implications for Vocational Education (5,12)

State of Art Paper--Is This Really the Office? (5)

State of Art Paper--Out of Work at Mid-Career (8)

State of Art Paper--Black, Male, Young, and Out
of Work (7,13)

State of Art Paper--Physics, Chemistry, and
Mathematics in High Technology Occupations (13)

State of Art Paper: The Off-Farm Rural
Entrepreneur (13)

Military Curriculum Database (6)

Evaluation

Proactive Job Evaluation for Changing Times
(Project): Using the COMTASK Database (5)

11-10

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ECONOMIC DEVELOPMENT MODEL, Continued

ECONOMIC DEVELOPMENT IS ALL THE ELEMENTS WHERE VOCATIONAL EDUCATION CAN PLAY A ROLE IN.

and which lead to the continued creation of socially useful products and services.

RFP Focus

through training and re-training of adult workers (9)

through involving business and industry (10)

through the development of new enterprises by promoting entrepreneurship activities (3)

through keeping current with latest technological and occupational skill requirements (11)

Supported by Year 1 Products and Services

Applied R & D

Company's Coming Product Series: Representing Voc. Ed. on Economic Development Teams (10)

Company's Coming Products Series: Telling the Voc. Ed. Story in Economic Development Promotion Materials (10)

At Home in the Office Series: The Home Entrepreneur (3,9,10,11)

At Home in the Office Series: On-Line Lines (3,9,10,11)

Leadership

Green Machine: Voc. Tech. & Bio. Tech. Workshops (11)

New Chip on the Block: Computer Literacy for Vocational Educators Workshop (11)

Robotour: A Trip to the National Robotics Institute (11)

D & U

Selected Products With High Technology Emphasis (11)

Biotechnology and Word Processing Special Packages (11)

Leadership in Dissemination System (LIDS) (11)

11-11

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ECONOMIC DEVELOPMENT REL. Continued

ECONOMIC DEVELOPMENT IS ALL THE ELEMENTS WHERE VOCATIONAL EDUCATION CAN PLAY A ROLE IN...

and which lead to the continued creation of socially useful products and services.

RFP Focus

through training and re-training of adult workers (9)

through involving business and industry (10)

through the development of new enterprises by promoting entrepreneurship activities (3)

through keeping current with latest technological and occupational skill requirements (11)

Supported by Year 1 Products and Services

Information for Planning and Policy Development

Scientific Manpower Projections and Their Relationship to Vocational Education (11)

An Analysis of Communications and Office Workers Needed in the Next Ten Years (11)

National Assessment of Teacher Education (11)

Clearinghouse

State of Art Paper--Training Factors Desired by Companies Choosing to Locate or Relocate (10,11)

State of Art Paper--Vocational Education and the Promotion of Economic Development (10,11)

State of Art Paper--Computer Literacy for Vocational Educators (11)

State of Art Paper--Robots Among Us (11)

State of Art Paper--Biotechnology and Implications for Vocational Education (11)

State of Art Paper--Is This Really the Office? (11)

State of Art Paper--The Off-Farm Rural Entrepreneur (3)

Evaluation

Proactive Job Evaluation for Changing Times (Project): Using the COMTASK Database (11)

11-12

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Senator METZENBAUM. Mr. Wilken/ what was the scope of your assignment in making the assessment?

Mr. WILKEN. The scope of the panel's assessment was to review research products, written variety, and deliver it to the Office of Vocational and Adult Education up to the time which the evaluation began. As I indicated, a good bit of work, particularly from the latter 2 years, had not arrived at that point, nor could it have arrived.

The objective of the evaluation was to examine products that represented a cross section of various categories of the Center's work and to draw some collective sumptuive judgment as to their value, utility, both to practicing vocational educators, to research community, and importantly, ultimately to business and labor, itself.

Senator METZENBAUM. Your efforts were limited to a review of only three of the six functions?

Mr. WILKEN. I am having a bit of difficulty recalling all of the functions. There were—the object was to simply look at written publications. Publications were examined in all major categories. For example, people even looked at some of the—for example, some of the various budget documents and commissions that went back and forth, or have gone back and forth, between the Department and the Ohio State folks.

To the best of my recollection, we sampled from all functional categories of written products. I want to emphasize the report itself makes this clear, that the report makes no judgment implied or expressed about the quality of the Center's work and the many other areas in which it has endeavored.

In fact, I can say——

Senator METZENBAUM. When you call it "An Evaluation of the National Center for Research and Vocational Education"——

Mr. WILKEN. That is not the complete title, Senator Metz-enbaum. The complete title, which I don't have in front of me, that is the first part of the title. And then there is a colon, which then goes on to say, an evaluation of written research products. It is made very clear. It said over and over again that this is not meant to construe any, pass any judgment, one way or the other, about the wide range of work that the Center does in other areas.

Senator METZENBAUM. Well, I have it here: "An Evaluation of the National Center for Research in Vocational Education, The Ohio State University Columbus, Ohio." Then there is a space, then it says: "A Report of an Expert Panel on Written Products Delivered between January 1978 and January 1982."

Mr. WILKEN. Written products, exactly.

That's all it is, nothing more, nothing less.

I might say that there were instances made in some cases about—for example, the—several of the panelists list in looking at the work, while they did not obviously talk with the office, because it wasn't that type of an evaluation, did draw some inferences about the qualifications of the scholars that had done the work based on what they saw in the way of final product.

I understand that has met with some criticism. We will have to let the chips fall where they may on that.

Senator METZENBAUM. Dr. Taylor, I'm pleased to welcome you here as a fellow Ohioan. And I would like to commend you on the fine work you are doing at the National Center at Ohio State.

Would you describe the nature of the National Center's funding base? Do you have resources other than the Center contract?

How were they acquired?

Dr. TAYLOR. The National Center contract comprises about 60 percent of our total funding resource base, and the other 40 percent is competitively awarded, comes from other Departments of Government, such as the Departments of Defense, Agriculture, Transportation, and Labor.

We also have support from the National Institute of Education and from six different international labor unions to work with them in the area of apprenticeship program improvement.

The work in these other areas is not always directed to the public program—secondary/postsecondary—of vocational education, but instead focus on other employment and training systems. Some of the work completed as a result of the National Center contract has also found its way into other employment and training systems, such as apprenticeship, corporate training programs, JTPH, and others.

Senator METZENBAUM. I am going to have to excuse myself and I think this committee will take a short recess until such time as Senator Stafford returns from his vote on the floor.

There is a vote on the floor, and I have got about 3 or 4 minutes to get there.

[Short recess.]

Senator PELL. The Subcommittee on Education, Arts and Humanities will come to order.

And in the absence of our chairman, I will be presiding at his request.

We ask that our second panel come forward.

Mr. Richard Campbell, supervisor, cooperative education, State Department of Education, Lincoln, Nebr.; Dr. Lane Murray, superintendent, Windham School District, Texas Department of Corrections, Huntsville, Tex.; Rev. John Erwin, Downers Grove, Ill.; Dr. John D. Connelly, director, cooperative education, College of Business and Public Management, University of Bridgeport, Bridgeport, Conn.

If you folks would come forward.

We are under some time pressure here because of some votes, and we have got a caucus that starts technically at 12. But I should leave here at 12:25 or so. So I think you ought to get started right away.

And, first, if Mr. Campbell will make his statement, limiting yourself in each case to 4 or 5 minutes. We will do cooperative education first, Mr. CAMPBELL, and then Mr. Connelly, and do corrective education afterward.

Mr. Campbell.

STATEMENT OF RICHARD CAMPBELL, DIRECTOR, COOPERATIVE EDUCATION, STATE DEPARTMENT OF EDUCATION, LINCOLN, NEBR.; DR. LANE MURRAY, SUPERINTENDENT, WINDHAM SCHOOL DISTRICT, TEXAS DEPARTMENT OF CORRECTIONS, HUNTSVILLE, TEX.; REV. JOHN ERWIN, DOWNERS GROVE, ILL.; AND JOHN D. CONNELLY, DIRECTOR, COOPERATIVE EDUCATION, COLLEGE OF BUSINESS AND PUBLIC MANAGEMENT, UNIVERSITY OF BRIDGEPORT, BRIDGEPORT, CONN.

Mr. CAMPBELL. Thank you, Senator Pell.

Good morning, my name is Richard Campbell. I am the director of cooperative vocational education in Nebraska. It is a privilege for me to address cooperative education and its importance in the proposed vocational education legislation.

Cooperative vocational education programs are for students who undertake productive roles in learning level placements with public and private employers who have entered into a cooperative agreement with the school. Students in vocational education programs are provided periods of employment experience related to their technical training and career development objectives. These two activities are planned and supervised by the school and their employers so that each contributes to the student's education and to his or her employability. Students receive pay for employment and are granted credit for accompanying related instruction.

Cooperative education is used by all service or discipline areas of vocational education. Even small schools with limited resources utilize cooperative education as a way of combining a variety of work-site learning positions into one program. These programs are commonly referred to as diversified occupations, multioccupational vocational education, diversified cooperative training, and interdisciplinary cooperative training to name a few.

Cooperative education programs offer a number of advantages to foster the development of positive partnerships between schools, business and industry. This includes the opportunity for industry to serve in an ongoing advisory capacity to provide educators with the real facts of successful business principles. Employers often comment on cooperative education students' lower absenteeism rates, higher retention capabilities, and enthusiastic productivity.

More importantly, cooperative education students build lasting partnerships as they develop relationships with other workers while gaining valuable occupational competencies. This is opposite the classroom approach of learning in an academic setting.

Today, it is difficult for schools to keep up with changing technology because of the high cost of equipment. However, through cooperative education, students get the opportunity to train on up-to-date equipment not otherwise available in the school. Plus, cooperative education offers the teacher-coordinator a chance to keep pace with current trends of the industry through contact and exposure to new developments.

Once involved in cooperative vocational education, employers actually become adjunct instructors for the school in a setting more relevant and conducive to the students. Even though employers have a substantial investment in time and dollars in the training, they are offered some incentives as a result of participating. One is

the opportunity to obtain new employees because of the orientation period provided by cooperative education. Another is the opportunity to retain an enthusiastic worker trained by the company to do the things the way they want them done. However, there is no obligation by an employer to employ a student upon completion of the cooperative education program.

Mr. Chairman, I fully support cooperative education, but with many of the current problems it isn't an easy program to coordinate. Present problems facing cooperative education include:

Special population students: Placing minorities, disadvantaged, handicapped, and other students with limited basic skills in worksite learning is difficult because employers have to generate a profit and maintain respectable production schedules.

Primary jobs: It is difficult to place youth in training stations for 9 months or longer. It is even more difficult to place students in primary jobs that lead to upward mobility or educational advancement.

Minimum wage: Each time the minimum wage increases, there is a decrease in the enrollment of cooperative education students. There is a direct correlation to the number of jobs eliminated each time the minimum wage is raised.

Funding and program cuts: Cooperative education requires student supervision for safety and other reasons. It also has certain components necessary for accountability. Due to these elements, finances for staff supervision and related instruction are being cut.

Federal support for cooperative vocational education is needed. States should be encouraged to develop new programs, improve existing programs, and intensify cooperative education toward primary jobs that will lead to upward mobility. Closer linkages for joint vocational education and apprenticeship programs also should be emphasized. This can only be accomplished with legislation providing the leadership and financial support.

As I said, technology is changing and we need to look at creative ways that cooperative education can be used to foster the development of a partnership between education and business and industry.

Cooperative education also provides a direct link to a community and its economic development. Teacher coordinators have daily contact with business and know the employment needs. Also, when business and industry have direct contact with education they are more encouraged to support the financial structure of the school.

Last, I know this committee is not responsible for tax credit legislation, but cooperative vocational education needs the reinstatement of a tax credit for all employers hiring cooperative education students. This tax credit is needed by employers to recoup a portion of their training costs and provide a needed rotation of people into primary jobs. In today's labor market, all youth are hard to place in worksite training regardless of their economic status.

In closing, the Federal legislation for vocational education should definitely include support for cooperative education programs. In addition, consideration should be given to encourage every State to devote some funds for innovative and/or exemplary approaches to work education. Thus, cooperative education programs would be

kept abreast of changing training strategies advocated by business and industry.

Thank you for inviting me to visit with you this morning about cooperative vocational education.

Senator PELL. Thank you very much, Mr. Campbell.

Mr. Connelly.

Mr. CONNELLY. Senator, thank you very much, you and the committee, for inviting me here this morning.

I choose to try to help the committee by identifying problems from a perspective of postsecondary co-op education, which includes some 1,000 out of 3,000 colleges in the country, 2 and 4 year included, that are participating in cooperative education.

In these 1,000 programs there are approximately 200,000 students working at present, which averages out 200 students per program.

Some of the programs, like Northeastern University, are very large, with 9,000 or 10,000. Others, the numbers fall below 100.

Now, very briefly, I'd like to identify the areas that I am concerned about which have to be addressed for cooperative education to grow.

When I talk about co-op education, I am talking about the postsecondary sector.

One, there is a need for a stronger commitment from industry, education, and government, to cooperative education for proper growth.

Second, cooperative education in the postsecondary area needs new positioning and new alignment with other programs of a similar nature, and primarily in the vocational education area.

Three, I see a need for more aggressive action to help the handicapped and the disadvantaged in our society.

Four, the high tech explosion which we are all witnessing today is demanding a more highly educated and highly trained worker. And cooperative education at the postsecondary level is trying to address this task.

Five, the need to bridge the gap between industry and education. This has been going on from time and eternity. Everybody gives a lot of lip service, but cooperative education is right up front in making the bridge, because they are working on both sides of the fence everyday.

And finally, postsecondary cooperative education, to insure its future, needs some kind of a long range plan with balanced and proper funding.

To date, postsecondary co-op education has been funded under title VIII with a seed funding type of situation, forward funded, based on proposals.

In this regard, in my written testimony, I have suggested an entitlement type of funding, based on wages earned at the workplace by the students in the cooperative education programs.

I think this should be 5 percent of their wages. I think this 5 percent should be plowed back, so to speak, by the Federal Government, to the institutions that have made the commitment to the cooperative education programs. They spend a lot of money, because cooperative education is more expensive than the conventional college education.

By plowing back some of the taxes paid by the students in the system, these funds will help enlarge the programs.

I further advocate a 3-percent tax credit to encourage more employers to join. Now, in 1982, there were 200,000 co-op students that earned \$1,233 million in gross wages. They paid taxes of \$160 million. The Federal funding level in 1982, and which will continue this year, is \$14.4 million. The taxes that I speak of includes both both FICA and income tax.

So I am really concerned that the heart of the problem with the postsecondary co-op education, again going back to the first point I made, is that higher education and the co-op people have to believe in themselves.

And they really have to know what is going on, and they have to put the commitment into these programs. If they get their act together, then they will be able to convince the CEO's and the top management in the larger companies in this country. They will also be able to convince you, as I am trying to do this morning.

Now, I know I have a program at the University of Bridgeport that is just top drawer. I know what I am doing, I know how we do it. It is a complicated system. I have 35 or so functional areas that I am attending to all the time. I am going eyeball to eyeball with the students and the employers, with both the supervisory personnel who watch over my co-op students out in the field, and also some of the higher management, including CEO's.

I am right in the thick of it. I have had 25 years of experience in the business sector to begin with, and 7 years founding and running this co-op program. And I think it's the absolute best thing for higher education in this country.

It's the best methodology for learning and training.

I also had a very personal experience, over a 3-year period, with young Michael Krusiuk, a handicapped student who was injured in an automobile accident, who received brain damage. And I can tell you, working with Michael was incredible. But he is, today, in a permanent job as a tax accountant in Caldors department store headquarters.

I mention this one example because I believe that cooperative education provides one of the best environments to introduce handicapped and disadvantaged students into the work force.

Thank you.

[The following was received for the record:]

TESTIMONY OF
JOHN D. CONNELLY
DIRECTOR OF COOPERATIVE EDUCATION
COLLEGE OF BUSINESS & PUBLIC MANAGEMENT
UNIVERSITY OF BRIDGEPORT, BRIDGEPORT, CT
AND MEMBER OF THE
LEGISLATIVE AFFAIRS COMMITTEE
OF THE COOPERATIVE EDUCATION ASSOCIATION

BEFORE THE
SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES
SUB COMMITTEE - EDUCATION, ARTS AND HUMANITIES
CHAIRMAN SENATOR ROBERT T. STAFFORD (R) VERMONT

SUBJECT:
AUTHORIZATIONS & REVISIONS
UNDER THE VOCATIONAL EDUCATION ACT OF 1963
#94-482 (1976 REVISION)
TITLE 20
SECTIONS 2330 TO 2390

INDEX OF TESTIMONYBY JOHN D. CONNELLY

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A. - INTRODUCTION

My name is John L. Casella. I am employed as a Cooperative Education Director at the University of Bridgeport's College of Business & Public Management.

I belong to the Cooperative Education Association (CEA), a professional organization made up of members from universities and colleges, private industry employers and employers from the public sector.

As a member of the Legislative Affairs Committee of the CEA, I have concerned myself with all legislation which may have an impact on the vital interests of the Cooperative Education Movement, particularly in the college or post-secondary areas.

In this testimony, I will try to identify some of the problems, current trends and viewpoints, and areas where some solutions to the problems may be found. Hopefully, this testimony will add to the balanced dimension you seek, when considering the authorizations under the Vocational Education Bill.

In concert with a large number of my colleagues in the Cooperative Education field, I want to thank the Committee for allowing these viewpoints to be expressed.

For the past 4-1/2 years, I have been engaged in the creating, developing and managing of a highly successful Co-op Education Program, in which I have been able to observe, first hand, the remarkable transformation of the young, hopeful, ambitious student without skills, into the dynamic, confident, experienced professional starting his career. This Co-op Program in the College of Business Management is a part of the Co-op for-all University Program at the University of Bridgeport.

To give you an idea of the effectiveness of the Business Co-op Program, consider the following statistical information covering the past 6-1/2 years.

1. Five hundred students have been served by the Program.
2. Placement of 98% of eligible students in relevant professional business Co-op jobs.
3. Cumulative gross wages earned - \$3,175,000.00.
4. F.I.C.A. taxes paid - \$212,000.
5. Federal Income Taxes paid - \$194,000.
6. A survey in 1980 showed 46.8% of the Co-op grads received their first permanent job from one of their Co-op employers.
7. A sample survey of those students who have completed all six work terms, totalling two full years of professional experience, revealed an average of \$23,300.00 earned while on Co-op.

It is this involvement which gives me the practical and intuitive certainty that Cooperative Education should be made available to all students who express the desire and commitment to fulfill their potential in the American job market. My testimony is also influenced by experience in the employer sector, by being a father of a large family, and also by being a taxpayer interested in prudent use of the tax dollar in preserving our "Human Resource" Programs.

E. ARTICULATION OF MAJOR PROBLEMS IN COOPERATIVE AND VOCATIONAL EDUCATION

1. Cooperative Education has not gained the full acceptance as a superior methodology for learning and training by industry, government and educational institutions, which results in less than the full commitment it needs for proper growth.
2. Post-secondary Cooperative Education needs better positioning and alignment with other movements of similar nature for more effective thrust.
3. Cooperative Education must take more aggressive action in providing access and upward mobility for the handicapped, the disadvantaged and women in job and career fields.
4. The onset of the "high tech" industry demands, brought on by advanced technology, shows need for higher level teaching and training which cannot be satisfied at the high school level.
5. There is a substantial communication gap among educational institutions, industry, labor and the government, which requires measures to "bridge the gap" so they can work for the common good of all.
6. Growth and development of Cooperative Education are essential to the national economy, and to the health of this country's human resources. Balanced and proper funding for Cooperative Education must be provided to insure that growth.

C. FOCUS ON COOPERATIVE EDUCATION - POST-SECONDARY LEVEL

1. Cooperative Education, with its structured blending of the hands on, practical job experience, alternating with academic classroom learning, has emerged as a superior method of preparing people for life. time work at many levels. Major benefits from this system accrue to all who participate in it. These benefits are listed as follows:

a. BENEFITS FOR STUDENTS:

1. Rapid maturation to work environment with hands on experience.
2. Co-op salaries provide students with a substantial income to help defray the cost of a college education and reduce the amount they might have to borrow or take from their parents.
3. Significant and relevant job skills are developed.
4. Self esteem and confidence is fostered in the student.
5. Relevant career choices can be made after some career work has been actually experienced.
6. Changes can be made in a controlled setting without trauma.
7. The academic learning has more meaning when combined with the experience.
8. A 1982 CEA Salary Survey has provided these statistics about the Co-op System.

. Average hourly wage -	\$	<u>5.92</u>
. Average salary - weekly basis -		<u>237.00</u>
. Average salary - monthly basis -		<u>1,028.00</u>
. Average salary - yearly basis -		<u>6,168.00</u>
. Average salary - total 4 year Co-op -		<u>\$24,672.00</u>

b. BENEFITS FOR THE UNIVERSITIES

1. Recruiting advantages in attracting the highly motivated student.
2. Reduced burden on the Financial Aid Department.
3. Fresh input by Co-op students in the classroom.
4. Increased interface with industry and surrounding community.
5. Helps keep the curriculum up-to-date and relevant to the needs of the region.
6. One job slot handles work experience for two students.

c. BENEFITS FOR THE EMPLOYERS

1. Greatly reduces recruiting costs for professional help.
2. Provides a permanent feeder system of highly motivated professional employees.
3. Lower labor costs.
4. High productivity.
5. Better retention rates on Co-op graduates that are hired permanently.
6. A chance to monitor and evaluate the student's performance over an extended period before a permanent hire.
7. Better interface with the academic community.

d. BENEFITS FOR THE FEDERAL GOVERNMENT

The Cooperative Education System has proven itself to be one of the finest "self help" programs ever devised. Its contribution

to the economy and the federal tax base can be shown by these statistics:

1982 COOPERATIVE EDUCATION STATISTICS

	<u>Per Student</u>	<u>Cumulative 200,000 Students Nationally</u>
Average Co-op Gross Wages	\$6,168.00	\$1,233,600,000.
FICA Taxes Paid	413.00	82,600,000.
Federal Income Tax Paid	388.00	77,600,000.
Total Federal Taxes Paid 1982	\$ 801.00	\$ 160,200,000.

Despite all the benefits for each of the four elements of Cooperative Education, namely, 1) the universities, 2) the students, 3) the employers and 4) the government; the student population in post-secondary has not grown in the past two years, and will probably remain constant this year. Obviously, something more is needed to make it grow again. A long range plan, with continuous supplemental funding for the Co-op operational costs, is needed. This will make sure that those educational institutions, who have made the investment in Cooperative Education systems, can continue to offer this outstanding "self help" learning and training methodology.

2. Cooperative Education, both secondary and post-secondary, are inexorably intertwined by the very nature of their functional operations. Both have strong "De Facto" involvements in the vocational area. The strengthening of these interfaces should be supported at all levels.

- a. It's time to bring post-secondary Cooperative Education into focus with the full thrust of secondary Cooperative Education working in the vocational area. Post-secondary Co-op is the natural progression for those students who are competent, willing and able to achieve their full potential in the market place.
- b. We are aware that there are 500,000 students participating in high school Co-op programs under the vocational education systems. There are another 100,000 students in Co-op education programs at the post-secondary level in community and vocational two year colleges. Conservative estimates are that maybe 50% of these post-secondary Cooperative Education students are already a part of the Cooperative Education system of two and four year colleges that numbers 200,000 students in 1,016 programs. Why then, shouldn't the support continue for the Co-op programs that are on the highest technical and intellectual level? Why

shouldn't the system encourage the students who can achieve more, to enter into the highest learning and training level possible? The answer lies somewhere in the educational and employer communities, with people who are involved and have insight. They must give up a little "TUE" for the common good, which is to provide relevant learning and training to students entering the job arena. In other words, Cooperative Education is a multi-level, continuous process covering the blending of relevant work experience with academics, starting with high school juniors at age 16, and ending with the culmination of a college degree.

- c. I believe this entire methodology of alternating work and study can be best supported and better connected by being positioned in the general area known as "Vocational Education". Furthermore, I believe that the four year college programs should continue to be funded under Federal Voc-Ed Funds primarily because of the interstate nature of many of the college programs.

3. Cooperative Education and Vocational Education must continue to respond to the needs of the handicapped and the disadvantaged in our society so that they may have hope and the opportunity for upward mobility in the work place.

- a. In my own Co-op Program I have experienced first hand the remarkable success of young Michael Krysiuk, who came back through years of intense struggle, after a devastating auto

crash. Michael was in a coma for six weeks, and totally paralyzed. He learned to walk, talk, drive a car, complete high school, enter college, enlist in Co-op, interview and get a job in Co-op, finish college, and get his own permanent job with the Caldor Department Store chain as a corporate accountant. Co-op played a large part in his process of rehabilitation which will enable him to lead an independent, productive life of fulfillment. One of the exhibits with this statement is a thank you letter from Michael.

- b. May I quote from Dr. Bill Varrieur, of Galladet College, who is working totally with the handicapped.

"The need for Cooperative Education for disabled students is paramount. These students, in general, find the transition from college to work traumatic.

A well structured Co-op program provides the opportunity for the employer and the disabled student to learn about each other in a temporary, rather than permanent setting.

The misconceptions and misunderstandings about disabled individuals tend to vanish by the end of the Co-op work experience. Many Co-op employers offer the disabled Co-op students permanent employment because of the positive experience during the Co-op period."

- c. The following is a direct quotation from Mr. Steve Jamison, a coordinator for the I.B.M. Corporation on handicapped

employment.

"For 10 years, I.B.M. has had a special Co-op program for deaf college students, computer science, accounting, engineering, chemistry, etc. The on-the-job performance of these students has been exceptional, and has assured continuation of the program. In 1982, 60 deaf students worked for nearly every I.B.M. division in locations all across the country. These students have benefited, sure, but so has I.B.M. in so many ways.

Steve Jamison"

- d. Co-op has traditionally appealed to disadvantaged students because it promotes meaningful upward mobility, using the work place as a spring board for incentive towards higher individual accomplishment in learning.

In my own University, I have observed the EDY Program, (Engineering for Disadvantaged Youth) which reaches back into the inner city high schools for those young people who would never otherwise have a chance at higher education, and leads them through Co-op to a life of achievement.

This remarkable program provides the high school juniors and seniors with a summer enrichment program oriented towards engineering, and offers many of them scholarships to begin college, and the Co-op work to pick up the costs over and above available scholarship funds. In ten years the program

has helped over 500 minority students. It has 43 B.S and 3 M.S. degrees in Engineering to its credit. The exhibits show a more detailed view of the EDY Program.

4. With the rapidly expanding demand for a new high tech work force due to the explosion in computer technology, the need for the more highly educated and trained worker grows more acute each year. Cooperative Education at the post-secondary level will be one of the key elements to solve this need to upgrade the educational process to the task.

The acceleration of all facets of industry in Engineering, Communications, Marketing, Finance, Transportation, Data Processing, Space Technology, Medical Technology and many more, is demanding a more highly trained and highly educated worker. We can no longer sit by and let long standing methodology impede the process of all aspects of learning and training. The link must be made now between secondary and post-secondary Cooperative Education.

The new student entering employment in the 80's and 90's will have to possess the following:

- a. Some type of targeted technical expertise.
- b. Basic business awareness.
- c. Oral and written communicating skills.
- d. Political awareness of concepts on a national and global scale.
- e. Some practical experience.

The development and rapid expansion of the college level Cooperative Education looms as one of the most important elements in the "Human Resource" crisis already upon the American scene. New jobs are being created every day, but the education and training must catch up with the changes in industry demands. Co-op is in the forefront in addressing these changes.

In my view, all of Cooperative Education should be molded into a phase isolated, step graduated, continuous system which begins in high school and ends with the students being able to acquire the college degree and a permanent career job.

5. The need to bridge the gap between educational institutions on one hand, and industry and labor on the other, becomes more critical in the Eighties. Bridges have already been established in Cooperative Education which will enhance this updating process to make the partnership between industry and academia a vibrant, positive force for national growth, and bring both elements into a "resonant frequency" which will enable them to develop together.

The interface of the college Co-op directors with executives and supervisory personnel in industry is, in many cases, in depth and meaningful. Industry and labor would do well to examine these relationships and build closer ties with the academic community. Leadership by the Federal and State Governments can enhance this process.

6. The Federal Government, through legislation like the Vocational Education Act and similar bills, must give the funding support necessary to foster a steady long term increase in the Cooperative Education system which is so vital to the entire national picture of preparing the young people to handle the "new jobs" brought on by the "high tech steamroller".

Many of the institutions of higher learning are hard pressed to bear the added expense involved in maintaining and increasing their quality Co-op programs.

To effectively insure a steady growth in all the areas of post-secondary Cooperative Education, I propose that entitlement funds should be authorized under the Vocational Education Act. These funds could be based on a formula involving Co-op work hours achieved by their students in the work place. This would allow the colleges with small Co-op programs, as well as the large, to participate in the funding based on current wages earned by the students in their program. I believe that the funding should be based on 5% of the Co-op student wages earned. Since 1982 figures show that the average yearly Co-op student earnings at the post secondary level are \$5,108.00, and that the average federal income tax paid is \$368.00 per student, the proposed 5% entitlement grant of \$308.40 would, in a sense, be the Federal Government's way of providing "capital" for the growth of the Co-op system which will have a direct, positive impact on the nation's economy, and which funds have already been collected by the Federal Government from the post-secondary Co-op students in the form of Federal taxes. In

applying these entitlement funds, I believe that 60% should go for direct operating expenses for Co-op, and 40% be restricted to those programs that include special initiatives for the handicapped and disadvantaged students. This would have the effect of making sure that the colleges use 40% of the entitlement funds generated, in the areas where the need is the greatest; namely, the handicapped and minority sectors.

Furthermore, I believe the Committee should consider a tax credit on college Co-op student wages, on the order of 3% to the Co-op employer. This would be the best way to secure a full commitment from the employer sector, and an increase in the number of employers and jobs.

Finally, I believe that if you effect a plan like the one I am suggesting, in a period of ten years you could increase the number of college Co-op students from 200,000 to 1,000,000, the wages earned from \$1,233,600,000.00 to \$6,168,000,000.00, and the number of jobs from 100,000 to 500,000.

In conclusion, I ask that you give thoughtful consideration to applying maximum funding in this deserving area of our society which is dedicated to the development of human talent to its fullest potential.

Thank you.

Senator PELL. Thank you very much, Mr. Cornelly.

It may well be our intention to submit some questions to you and to Mr. Campbell in writing.

I would excuse you now if you want to leave, because we are now going to go on to corrective education with Dr. Murray and Dr. Erwin.

Dr. Murray.

Dr. MURRAY. Thank you very much, Senator Pell.

I am Lane Murray, the president elect of the Correctional Education Association and the superintendent of the Windham School District, Texas Department of Corrections, which is the first and the largest nongeographical school district within a department of corrections.

I am its first superintendent. And in its 15th year, just beginning the 15th year, we have 22,000 inmate students in a formal education program.

That represents 60 percent of our current population. We have 3,100 who are in vocational education training which ranges from preemployment shop to apprenticeship training.

Texas is spending over \$24 million this year on correctional education, less than \$1 million of that is Federal funds. And it is down about 50 percent in the last 2 years.

Well, these 22,000 students represent a very unique and a very difficult to deal with segment of our population.

They are the most alienated, they are the poor, the ignorant, the inept. Eighty-five percent in the State of Texas—and I think this will extrapolate throughout the country—85 percent of school dropouts, 40 percent never held a steady job, yet 96 to 98 percent of these people will walk the streets again.

Senator PELL. Excuse me for interrupting.

But I just want to tell the cooperative education program people I believe in your program very much indeed. I have followed it. And I just want you to know that it is just the pressure of time that prevents going over the questions at this time.

Good luck, and you have strong supporters in this committee.

Excuse me.

Dr. MURRAY. Surely.

Correctional education has long suffered as a low priority on the hierarchy of needs of the incarcerated. The State administrators have to look at security first. And many States simply do not have, especially now with reduced resources, sufficient funds to cover all the needs.

And I am afraid that education is taking a very low priority.

However, if offenders leave prison without basic skills and without marketable vocational skills, their chances of staying in our society are very slim.

Well, I feel that the Federal Government can furnish leadership in two major areas. The first of these is Federal legislation.

The Correctional Education Association has for many years pressed for Federal legislation which would specifically address the needs of the Nation's offenders. The Federal Correctional Education Assistance Act introduced, Senator Pell, by you and Congressman Conyers, is such an act. And the Correctional Education Association urges its passage.

I would like to recognize, even though Senator Metzenbaum is not here, his support in the past. And we appreciate very much the fact that he came to the hearing.

We also urge Congress to consider set-asides in considering reauthorization of current laws, such as the Vocational Education Act and the Adult Education Act. Those bills or those laws are permissive for correctional education, but there is no mandate.

Another concern that we have long had, and that was referred to by Dr. Worthington this morning, is the matter of the Federal policy. I feel that the field was severely handicapped for a number of years because there was no Federal policy for correctional education. But in August of 1983 Secretary Bell issued a policy statement.

Now, I agree with the philosophical and comprehensive nature of the policy statement. But I do have a concern about the level of commitment as evidenced through the rather meager resources that have been assigned.

To date, only one staff person with some expenses has been assigned to carry out that policy. There is no program money.

I believe, and CEA members believe that the resources already provided by the Congress could have better management, better coordination, and be more accessible to the field. But I don't think this is going to happen until more resources are allocated to the corrections programs to carry out Secretary Bell's policy.

Senator Pell, this is my first opportunity to testify in our Nation's Capital. I feel very honored to be here. And I thank you.

I hope what I have had to say and my written testimony might be helpful to the committee.

[The prepared statement of Dr. Murray follows:]

SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES

of the

U. S. SENATE COMMITTEE ON LABOR AND

HUMAN RESOURCES

OVERSIGHT HEARINGS ON THE VOCATIONAL EDUCATION ACT

OCTOBER 18, 1983

WASHINGTON, D.C.

SUBMITTED BY:

Lane Murray
Lane Murray, Ed.D.
Superintendent of Schools
Windham School System, Texas
Department of Corrections
Auntsville, Texas
and
President-Elect, Correctional
Education Association

Mr. Chairman:

Introduction.

I am Lane Murray, President-Elect of the Correctional Education Association and Superintendent of the Windham School System, Texas Department of Corrections. The testimony I will present today stems from my long-time involvement in the Correctional Education Association organization at the national level as well as 14 years' experience as chief correctional education administrator for the Texas Department of Corrections.

The Texas model.

Texas was the first state to establish a non-geographical school district within the Department of Corrections, and I am its first and only superintendent. It is funded through the same state funds which underwrite the public schools in the state. The superintendent of schools reports to the local school board (the Board of Corrections) and operates the district with personnel units and operating funds allocated annually by the State Board of Education. Several other states have adopted various adaptations of this model.

Currently almost 22,000 students are enrolled on a regular (although not full-time) basis in educational studies. This represents 60 percent of the 36,214 inmate population. In this fiscal year, TDC will spend over \$24 million on education. Of that sum about \$1 million are federal funds, down 50 percent in the past two years.

The scope of our program includes academic, vocational, and social education. The sequence ranges from illiteracy through the baccalaureate degree in academic areas; and in vocational areas from entry level skills to the Associate of Arts in Applied Sciences degree and apprenticeship licensing. Our

student population encompasses the normal, the educationally deprived, the handicapped, the language disabled, the undereducated, the unskilled. Among these are the minorities of blacks, Hispanics, and women.

Unique target population.

Perhaps the most pervasive problem facing correctional educators is the fact that we are dealing with a very unique population--a very small under-educated, unskilled segment composed of some 600,000 men, women, and children crowded into the nation's correctional institutions. Texas's latest Annual Report reflects an inmate profile that is very similar in other states and the federal system:

The average achievement level is 7.0 and about 20 percent are illiterate. The average intelligence quotient (I.Q.), mainly derived from a group test, is just under 90, barely within the normal range. Three percent are identified according to PL. 94-142 and served as handicapped by the Windham School System. Less than one percent is actually psychotic.

The average age is 29 years, but 39 percent are 25 years or under; 7,516 range in age from 22 years down to 16 years. Almost 95 percent are male. The racial mix is 18 percent Mexican-American, 44 percent black, and 38 percent white. Four types of crimes committed represent almost 60 percent of the total and can be lumped together under the general category of stealing or thievery:

burglary	25.4%
robbery	22.2%
larceny	8.8%
forgery	3.5%

Eighty-five percent of these inmates are school dropouts, 40 percent have never held a steady job, yet 96 percent will walk the streets again.

Texas Prison administrators have maintained for twenty years that education is as necessary to inmates as to any other undereducated adults. To date 21,845 inmates have completed a General Education Development (GED) certificate, 1,821 have completed a high school diploma, 2,197 have received associate degrees, 198 have earned a baccalaureate degree, and 174 have been licensed as journeymen by the Bureau of Apprenticeship and Training. All of these programs are accredited by state and regional accrediting associations.

The State Legislature just passed a bill that will allow inmates to earn up to 15 days per month good time in addition to that already earned for achieving certain educational and vocational skills. Under this system, an inmate could receive credit for 75 days earned for 30 days served. In other words, Texas inmates can literally learn their way out of prison.

Warren E. Burger, Chief Justice of the U. S. Supreme Court, twice referred to the efficacy of correctional education in 1981. In October he wrote:

"One small but practical positive step--indeed, a step that I have advocated for many years--is the introduction of mandatory educational and vocational programs for all inmates. No one should leave prison without at least being able to read, do basic arithmetic and be trained in a marketable job skill."

Earlier, in February, 1981, in his annual speech to the American Bar Association Chief Justice Burger said, "We must accept the reality that to confine offenders behind walls without trying to change them is an expensive folly with

short-term benefits, ...and further, we must provide a decent setting for expanded educational and vocational training." He claimed that to improve the quality of vocational and educational programs within our prisons... "is not a visionary idea but a common sense application of the concept of society's collective self-interest."

Low priority.

Despite some success stories and Justice Berger's recommendations, correctional education in many states has long suffered as a low priority on the hierarchy of needs for the incarcerated. With resources diminished at all levels and the prison population at an all time high, by necessity the primary concern of correctional administrators are security, custody and care, and most state and local funding for corrections is used to secure the institution, leaving little to support academic, social and vocational education programs for offenders.

If, however, offenders leave the institutions without basic literacy and an employable skill, their chances of getting and keeping a job and becoming a law-abiding citizen are slim.

Federal legislation.

Federal legislation should be enacted which would specifically address the educational and training needs of the nation's offenders. Although federal statutes detail approximately 70 federal programs through which education and training needs may be obtained, none of the Education Department programs (approximately 75 percent of the total) are specifically designed or mandated to provide education to the clientele of the criminal justice system. A bill such as the Correctional Education Federal Assistance Act introduced as S. 625

by Senator Claiborne Pell on March 1, 1983, and a companion bill, H.R. 3684, introduced by Congressman John Conyers, Jr., in the House would specifically earmark funds for correctional education. The Correctional Education Association has worked for years with various members of Congress, especially Senator Pell, for such legislation, and members of the Association urge the passage of this act.

CEA members also urge the Congress to consider "set asides" for correctional education when considering the re-authorization of current laws such as the Vocational Education Act and the Adult Education Act. Currently Chapter I of the Education Consolidation and Improvement Act of 1981 is the only law setting aside funds for adult correctional institutions under Part B, Subpart 3, Programs for Neglected and Delinquent Children. These funds serve only to age 21 years.

Federal policy.

The lack of a federal policy delegating responsibility for correctional education and delineating cooperation and coordination among agencies at the federal, state, and local level was a severe handicap to the field until August, 1983, when Secretary T. H. Bell issued a United State Department of Education Policy Statement. (Appendix A) I believe the policy, when implemented, could have a powerful effect in overcoming long-standing problems of confusion and frustration between the field and the federal/state levels. I agree with the philosophical and comprehensive nature of the policy. But I have a grave concern with the level of commitment as evidenced by the meager staff and budgetary allocations by the Education Department. It is little more than was committed by the National Institute of Corrections under Allen Breed's directorship, when \$50,000 was allocated for each of two years and \$100,000

for a third year through interagency agreements with the Education Department for an initiative to begin a Corrections Program. The Education Department has since committed one staff position with some expense money, but no program money.

I believe the resources already provided by Congress through current statutes could have better management, coordination, and be more accessible to the field (Appendix B and C), but I do not think this will happen until sufficient money and personnel are allocated to the current Corrections Program in the Education Department for the Secretary's policy to be carried out.

Mr. Chairman, I thank you for the opportunity to submit this testimony and I hope that it will be beneficial to the sub-committee in its deliberations.



UNITED STATES DEPARTMENT OF EDUCATION
OFFICE OF THE SECRETARY

THE SECRETARY

UNITED STATES DEPARTMENT OF EDUCATION
CORRECTIONAL EDUCATION POLICY STATEMENT

The Department of Education, under the direction of the Secretary of Education, is legislatively designated as the primary agency responsible for the administration of Federal programs of financial assistance to education. The Secretary is authorized, upon request, to provide technical assistance to State educational agencies, institutions of higher education, local school systems, and other instrumentalities of the States.

The Department's programs and budget are focused on two essential goals:

- to guarantee that students of all ages enrolled in our schools, colleges, and vocational centers have equal access to the best possible education; and,
- to improve the quality of education for every student by supporting research, development, and dissemination of new teaching methods and materials.

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Education is a necessity for every American, including the more than 2.2 million adults and juveniles who are under the jurisdiction of the criminal justice system. However, few of the nations jails provide educational services. Most of the nations prisons provide basic academic and vocational programs, but fewer than 12 percent of the total prison population have access to such programs.

The men and women who serve time in the criminal justice system are among those the Department of Education has a responsibility to serve. It is, therefore, the commitment of the Department to lend its efforts in upgrading and making more effective the educational programs in correctional institutions of the States.

The Department's involvement in correctional education is further justified by the extreme level of educational disadvantage found in the corrections population. By advocating improvement in the quality and quantity of education and training opportunities for adult and juvenile offenders, the Department of Education will redress this educational disadvantage found in the corrections population.

Compared to other educationally disadvantaged groups, the social and economic cost of the corrections population is extremely high. The criminal justice system places a heavy burden on the American taxpayer. Custody costs range from \$15,000 to \$40,000 per inmate each year. Also added to that are court costs, welfare payments, construction costs, and a

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host of other costs commonly associated with arrest, conviction, incarceration, release, arrest, and reincarceration.

At the current rate of recidivism, it is estimated that of the 150,000 inmates who will be released this year, between 30 to 70 percent will be recommitted to a correctional facility within one year. Lack of basic education and marketable job skills aggravates a released offender's difficulties in securing employment, thus, influencing the return to crime. However, with the tools for survival--basic education and a marketable job skill, coupled with the rise in self-esteem which is the inevitable result of achievement--a released inmate's chances for rehabilitation are considerably increased.

It is, therefore, the policy of the Department of Education that through its leadership and resources:

- o The Department will assist state and local jurisdictions to develop, expand, and improve their delivery systems for academic, vocational, technical, social and other educational programs for juvenile and adult offenders in order to enhance their opportunities to become law-abiding, economically self-sufficient, and productive members of society.

To carry out this policy:

- o The Office of Vocational and Adult Education will assume leadership for the Department's Correctional Education effort.

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- o The Department will establish an intra-departmental coordinating committee on Correctional Education to assist in bringing about greater cooperation and coordination in the Department's corrections-related programs in the areas of policy, use of existing resources, avoiding duplication of efforts and costs, and effecting a better delivery system for needed services at the State and local levels.

- o The Department will play an active role in interagency corrections coordination activities.

- o The Department will support research, development, and dissemination efforts to develop knowledge of special curricula, organization, personnel, and support services needed in correctional education.

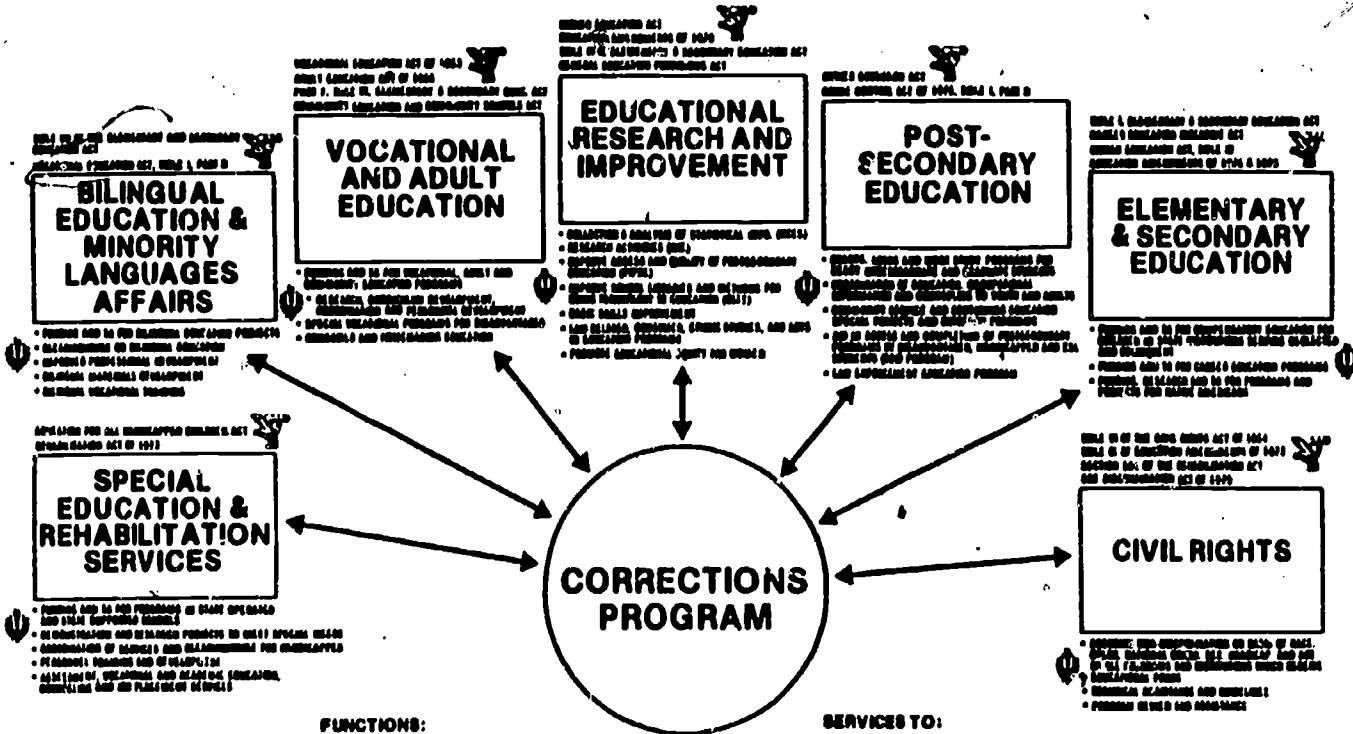
All officers in the Department of Education and all State and local educational agencies receiving the Department's assistance are encouraged to act in accordance with this policy.


T. H. Bell
Secretary of Education

AUG 16 1983

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Correctional Education Within ED: A Functional Overview



FUNCTIONS:

- PROMOTE QUALITY AND QUANTITY EDUCATIONAL SERVICES FOR OFFENDERS
- COORDINATION OF ALL FEDERALLY FUNDED PROGRAMS WHICH IMPACT CORRECTIONAL EDUCATION AT ALL LEVELS
- CLASSIFICATION ON CORRECTIONAL EDUCATION
- RESEARCH AND DATA COLLECTION ON CORRECTIONAL EDUCATION
- IMPROVE LEGAL AND REGULATORY MATTERS AFFECTING CORRECTIONAL EDUCATION
- COORDINATION AND INVOLVEMENT OF BUSINESS/INDUSTRY AND LABOR IN CORRECTIONAL EDUCATION
- THE AND IN SERVICE PERSONNEL DEVELOPMENT
- PROMOTE QUALITY STANDARDS FOR CORRECTIONAL EDUCATION
- TECHNICAL ASSISTANCE FOR ALL OF THE ABOVE

SERVICES TO:

- PUBLIC AND PRIVATE LOCAL EDUCATIONAL AGENCIES
- STATE DEPARTMENTS OF EDUCATION
- STATE AND LOCAL CORRECTIONAL AGENCIES
- COMMUNITY-BASED ORGANIZATIONS
- YOUTH AND ADULTS WHO ARE IN CORRECTIONAL FACILITIES, OR PEOPLE ON PROBATION

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Appendix B

COORDINATION WITH OTHER DEPARTMENTS AND AGENCIES

Selective Listing of Resources

AGRICULTURE	HEALTH AND HUMAN SERVICES	INTERIOR	JUSTICE	LABOR	VETERANS ADMINISTRATION	NATIONAL FOUNDATION ON THE ARTS AND HUMANITIES
<p>Young Adult Cooperation Corp</p> <p>Agriculture Cooperative Extension Service</p> <p>Community Facilities Loans</p>	<p>Dental Auxiliary Training Program</p> <p>Health Careers Opportunity Program</p> <p>President's Council on Physical Fitness and Sports</p> <p>Drug Abuse Clinical or Service Related Training Program</p> <p>Alcohol Clinical or Service Related Training Program</p> <p>Mental Health Clinical or Service Related Training Program</p> <p>Social Services Training Grant</p> <p>Work Incentive Program</p> <p>Medical Library Assistance</p>	<p>Indian Education-Colleges and Universities</p> <p>Indian Arts and Crafts Development</p> <p>Indian Employment Assistant</p>	<p>Public Education in Drug Abuse</p> <p>Community Relations Service</p> <p>Advanced Police Training</p> <p>Citizenship Education and Training</p> <p>Law Enforcement Assistant Training</p> <p>Juvenile Justice and Delinquency Prevention</p> <p>Corrections Training and Staff Development</p> <p>Bureau of Prisons-Education Division</p> <p>National Institute of Justice</p> <p>National Institute of Corrections</p> <p>Corrections Clearinghouse</p> <p>Bureau of Justice Statistics</p>	<p>CETA/JTPA</p> <p>Job Corps</p> <p>Employment and Training for Native Americans</p> <p>Apprenticeship Program</p> <p>Special Programs and Activities for the Disadvantaged</p> <p>Employment Service</p> <p>Senior Community Service and Employment Program</p> <p>Women's Special Employment Assistance</p> <p>Targeted Jobs Tax Credit</p> <p>Bonding Program</p>	<p>Veterans Educational Assistance</p> <p>Vocational Rehabilitation for Disabled Veterans</p> <p>Post-Vietnam Era Veterans Educational Assistance Programs</p> <p>Vocational Rehabilitation-Alcohol and Drug Dependence</p>	<p>Promotion of the Arts</p> <ul style="list-style-type: none"> - Artists-in-School - Literature - Film/Radio/TV <p>Promotion of the Humanities</p> <ul style="list-style-type: none"> - Youth Grants - Special Programs <p>Libraries, Humanities Project</p>

Senator PELL. It will be helpful, just as the conversations you have had with our staff in the past are helpful to formation of their thinking here.

And I thank you.

Mr. Erwin.

MR. ERWIN. Thank you very much, Senator Pell.

I appreciate this opportunity to come before this committee and testify today on behalf of correctional education.

I'd like to share with you very quickly some of my own family's situation, since I have been involved in the correctional field virtually all my life.

I was one of 14 children in a family supported by public aid after my father's death. I lived in four public institutions.

Although most of my brothers and sisters served time in correctional institutions, we all eventually became productive, taxpaying citizens. The major reason for this is that we received an education.

Even in those days, an education was critical to obtaining and holding a job. I recall when I appeared before a judge in the city of Indianapolis, who told me that I would probably never make a satisfactory adjustment in life. However, he did exhort me to get an education.

Then, he sentenced me to an institution that did not have an accredited school program, and I could not receive an education. Fortunately, my mother got me out of that institution into another one where I did receive an adequate education. And, very frankly, I owe most of my life to that institution. I have tried to pay back my debt by giving 30 years of my life as chaplain of Cook County Jail, and establishing a unique educational program that has put hundreds of former inmates into very productive lives after leaving the institution.

Most of my family became successful after their release from correctional institutions. One gave his life in the U.S. Navy. I am an honorably discharged Army veteran, 30-year jail chaplain, and a former member of the National Advisory Council on Vocational Education.

Through my 30 years experience of working with the incarcerated, I know that correctional institutions are filled with young people who need and want help, and given quality education programs, could become successful in society.

I also know from my experience, as well as from the 94 testimonies presented before the National Advisory Council during its national hearings in 1978 and 1980, that most of the education, training, and counseling needs of the incarcerated in our overcrowded and understaffed prisons and jails presently go unmet. Some very significant things came from those hearings, one being inadequate funding.

Funds simply could not filter down, as has been expressed here today, to the correctional field. I understand that even under the Jobs Training Partnership Act, even at the local level now, funds are not trickling down to the field of corrections.

And unless the Federal Government takes a supporting role and a leadership role, these funds will not be made available to the correctional people and the people who are involved in providing education to men and women in the jails or prisons.

It's inconceivable to me, sir, how society can expect anyone to leave the prisons and jails without an education, and even attempt to become successful in society. It is one thing to get exhorted to get an education; it's another thing to have that opportunity.

And for whatever reasons, most incarcerated people did not receive an education as they grew up, and I think that unless we provide that for them now, there's little or no hope for them once they leave the institution.

That was true on my experience as a child. It's certainly more true today when technology has risen to such a level. Without an education today, it is virtually impossible to receive a job, hold a job, keep a job, and succeed in society.

I am asking Congress today on behalf of thousands of dedicated teachers and administrators who make up the Correctional Education Association to support the bill, Senate bill 625, that you introduced as the Federal Correctional Education Assistance Act.

And, furthermore, we strongly urge again that a set aside fund is created in the reauthorization of the Vocational Education Act specifically and exclusively earmarked for the incarcerated.

It is interesting to note again that Secretary Bell has held philosophically that men and women who are incarcerated fall under the jurisdiction of his Department, to see that they have an education.

Again, as Dr. Murray pointed out, it is rather strange to us that no moneys have been provided, and there's one man working there to try to see that this happens.

Secretary Bell went further to say that we must insure that those who wish to improve their education for a life of honest work have the opportunity to do so. And it is my strong feeling that unless the Federal Government takes a leadership role and provides funds so education can take place in our prisons and our jails, in all likelihood funds will not filter down to correctional people, but will simply be shoved off to other programs.

I am not saying other programs are not important, but with the U.S. prison population at such high levels, funds should certainly be filtered into the prisons and jails to give inmates an opportunity.

Out of 4,000 county jails in the United States, only about 12 percent of them have educational programs. In almost every part of legislation, county jails have been excluded, certainly not specifically included in legislation. It is there that people have their first taste of the prison system in the United States. That's the door of entry into the prison system.

It is estimated something like 5 to 7 million Americans go through the county jail system every year in this Nation. And certainly the county jail system needs to be considered as part of the people or the programs that would be allowed to receive funds should they be mandated and provided for correctional education.

I encourage this committee again to support the Senate bill that you have introduced, and also to consider strongly and support in the Vocational Education Act set aside money specifically earmarked for the prisons and jails of our Nation.

Thank you very much.

[The prepared statement of Mr. Erwin follows:]

**"The Need for Strong Federal Support
for Correctional Education"
Testimony
Before the Subcommittee on Education,
Arts, and Humanities, of the U. S. Senate
Committee on Labor and Human Resources**

by

**Reverend John Erwin
Representing the
Correctional Education Association
October 18, 1983**

Mr. Chairman,

I greatly appreciate the opportunity to come before this distinguished committee and present testimony on behalf of the Correctional Education Association. I am testifying here today from intimate, personal experience with the criminal justice system for most of my life.

I would like to share with you just a few facts from my own family situation as a youth, only because I believe it is very much like that of the many incarcerated today. I was one of fourteen children in a family supported by public aid. After my father's death, when I was five, I lived in eight foster homes and four public institutions. Although most of my brothers, sisters, and I served time in correctional institutions, we all eventually became productive tax-paying citizens. A major reason for this is that we received an education.

My family of ex-offenders eventually produced a spectrum of successes. One of my brothers became a sailor who gave his life for his country during World War II; another became an inventor. One is today an official of a major movie company, one an electronics expert, another an accountant and myself, an honorable discharged Army veteran, a 30-year jail chaplain, prison educator, author, and former member of the National Advisory Council on Vocational Education.

I am also testifying today from the experience of having counseled thousands of inmates and established a unique school for prisoners in Chicago's Cook County Jail, which has a daily average inmate population of 3,500-5,000 and an annual turnover of some 50,000-70,000. This school, still operating, was begun with funding through the Manpower Development and Training Act and catching money from Chicago area businesses, the religious community and individuals. This school has placed hundreds of men and women in productive careers, and its successes are internationally recognized.

Through more than 30 years of working with the incarcerated, I know that our correctional institutions are filled with people who need and want help and who, given quality education programs, could become "successes". But I also know from experience, as well as from the 94 testimonies presented before NACVE during its national hearings in 1979-1980, that most of the education, training and counseling needs of the incarcerated -- packed into overcrowded, understaffed, and dilapidated prisons and jails -- currently go unmet.

As John Conrad has pointed out:

"Apart from the criminal activity that brought the offenders to prison, the gap between present educational status and the potential for learning is the characteristic of the prison population that most distinguishes it from the world outside the walls."

Only 10% of this population completed high school; 85% dropped out of school before their 16th birthday. Typically, inmates function about three grade levels below the grade completed. Some studies have indicated that as many as 32% display serious learning disabilities; 10% show incidence of mental retardation. It has been estimated that approximately 40% can be classified as "handicapped" under P.L. 94-142. Most state systems find that 20-30% of their inmates are functionally illiterate. (Conrad, 1981) The average unemployment rate for offenders prior to arrest is approximately 40% (as compared to the national average of 10%). Of those who were employed prior to arrest, 80% made less than a poverty level salary. (Coffey, 1981)

Since no agency maintains national data on either the educational status of prisoners nor on enrollment in education programs, the following information cannot be considered conclusive. However, if these figures are anywhere near accurate, they do suggest a tremendous gap between inmate need and available education programs. For example, Davidson (1977) studied juvenile correctional institutions in the state of North Carolina and found that 90% of the inmates in both adult and juvenile populations desired vocational education, yet only 9% actually received institutionally based instruction. 34% of the population could not enroll in vocational education programs due to conflicts with work schedules. The Bell study found that 11% of the inmate body nationwide is enrolled in ABE programs; 12% in secondary GED programs. Carlson found that 12.5% of the 4,000 jails in the U.S. have any educational programs at all. On an average, state correctional agencies spend about 1.5% of their total correctional budgets on inmate education.

If we look at the gap between inmate educational needs and current educational service delivery, one is tempted to agree with those who feel that education as a rehabilitative agent has not really been tried yet.

The cost of not meeting the educational needs of the incarcerated is very high, not only measured in wasted human lives, but in tax dollars. Lack of meaningful progress has proven to be a contributing factor in prison violence as well as riots, as testify the experience in Attica, New Mexico, and most recently Oklahoma.

But even more significantly, the cost of releasing inmates -- and 95% of all inmates do return to society at some time, on the average after three years -- are staggering.

The consequences of failing to provide them with marketable skills are no secret and have been documented by The Education Commission of the States in a 1976 report that says, "it is obvious that to the extent that offenders cannot use knowledge and skills obtained from normal cultures to cope with normal society, they will use knowledge and skills obtained from deviant cultures to cope in whatever way they can"

And reincarceration is a costly and foolish alternative if you consider that it takes on the average \$13,000 to keep an adult incarcerated for a year, and about \$60,000, in construction costs for every additional cell constructed in this country. Citing figures indicating that crime in America costs its citizens more than \$100 billion annually in direct and indirect losses, and confining prisoners costs \$12 billion per day, the Chief Justice pointed out in address in June 1983 that the country's failure to rehabilitate its prisoners is "a grave problem on which my generation and those who went before me have failed and you inherit the consequences of that failure."

But do we really know that education and training programs can indeed reduce recidivism and increase the job opportunities and quality of life for ex-offenders and their families? Yes and No. The research necessary to demonstrate program effectiveness is sparse and lacking. The majority of existing research does not meet the standards of rigorous, scientific research and is descriptive rather than evaluative. However, isolated examples of good research do exist and they show that educational programs, including vocational education, can, when given adequate resources, rehabilitate many of these offenders and enhance their employability and self-sufficiency (National Advisory Council 1981).

The most recent and perhaps most comprehensive assessment of the quality of vocational education programs in state prisons was conducted by Rice, Poe, Haues and Nerden (1980). The purpose of this study was to discern, analyze, describe, and disseminate information about the critical variables that lead to the reduction of recidivism, increased in-program success, and increased post-release employment of adults in nine state prison vocational education programs (Rice et al. 1980). Exemplary programs were defined as those having acceptable success rates on two or three measures. These are:

1. post-release employment rates of at least 60%.
2. recidivism rates of less than 30%, and
3. in-program success rates of at least 70%

Ten program variables were found to account for the particular success of vocational programs in correctional institutions. These are: (1) administration, (2) coordination and cooperation, (3) curriculum and instruction, (4) facilities and equipment, (5) funding, (6) placement and follow-up, (7) planning, (8) policy, (9) staffing, and (10) support services. (For further details, see Appendix 1).

Policy makers and program planners in corrections departments will find knowledge of these critical variables important to their

efforts to provide high-quality vocational education programming for the inmates of correctional facilities. These data provide these with an unusual opportunity to improve programs by replicating the characteristics of the nine exemplary programs studied.

But that leads us to the real problems we want to bring to your attention today and which were clearly identified in the MACVE hearings and subsequent report -- all of which suggest that vocational education and other rehabilitative programs have not failed but rather have never had sufficient resources to be effectively implemented.

The MACVE hearings revealed the following key problems:

1. Inadequate funding;
2. Lack of coordination in fiscal matters between state education education and correctional agencies as well as on the federal level;
3. Lack of adequate facilities and equipment;
4. Inadequately trained teachers;
5. Lack of programs relevant to realistic job opportunities;
6. Lack of coordination with prison industries (See Appendix 2 for a summary of the MACVE findings)

Particularly stressed by many witnesses was the lack of a strong, defined federal role in this area.

At the time of the MACVE hearings, The Catalog of Federal Domestic Assistance listed approximately 70 federal programs through which funding for correctional educational and training activities could be obtained. Approximately 75% of these programs come under ED jurisdiction. However, no ED programs are specifically designed or mandated to provide correctional education. Within the Department, six Assistant Secretaryships are administering programs which can provide funding, technical assistance, research and development and information dissemination services for correctional education. These include: Special Education and Rehabilitation Services, Bilingual Education, Vocational and Adult Education, Educational Research and Improvement, Postsecondary Education, Elementary and Secondary Education.

ED's current approach to correctional education is irrational and fails to take into account the unique nature of correctional education. Whereas in the "free" world, education is organized by age specific and functional institutions; correctional education is provided by a single institution responsible for all aspects of education. The Department's programs are organized to fit the "free" world structures which does not mesh with the organization of corrections.

Although correctional administrators may apply for funding under the programs administered by many ED Offices, they must piece together information on authorizing legislation, program availability and eligibility, and the various rules and regulations which govern these programs, and somehow coordinate these efforts into a coherent programmatic package. Not surprisingly then, correctional administrators and educators feel that the federal government could best address the needs of the field through providing leadership and coordination through a single office as well as a separate act such as that introduced by Senator Pell, S 625, the Federal Correctional Education Assistance Act and its companion bill in the House, H. R. 3684, introduced by Congressman Conyers.

As of December 1, 1980, such an office was approved in principle by the Secretary of Education. The Department, however, did not allocate funds to the program. As a temporary, emergency measure, the National Institute of Corrections (NIC) provided staffing for the Corrections Program, and continues to support it through an interagency agreement.

But with one staff and no monies, what can this program accomplish? We are, however, gratified by the philosophical commitment made by Secretary T. H. Bell in his Correctional Education Policy Statement, dated August 16, 1983. I would like to quote just a few lines by Secretary Bell:

"The men and women who serve time in the criminal system are among those the Department of Education has a responsibility to serve. It is, therefore, the commitment of the Department to lend its efforts in upgrading and making more effective the educational programs in correctional institutions in the States.

It is, therefore, the policy of the Department of Education that through its leadership and resources:

The Department will assist state and local jurisdictions to develop, expand, and improve their delivery systems for academic, vocational, technical, social and other educational programs for juvenile and adult offenders in order to enhance their opportunities to become law-abiding, economically self-sufficient, and productive members of society.

To carry out this policy:

The Office of Vocational and Adult Education will assume leadership for the Department's Correctional Education effort

The Department will support research, development and dissemination efforts to develop knowledge of special curricula, organization, personnel and support services needed in correctional

education.

All officers in the Department of Education and all State and local educational agencies receiving the Department's assistance are encouraged to act in accordance with this policy."

I am asking Congress today on behalf of thousands of dedicated teachers and administrators who make up the Correctional Education Association and who serve under the harshest conditions to bring education to the incarcerated, to provide Secretary Bell with the resources needed to carry out this federal policy on correctional education. In our judgement, and based on our experience that no, little, and inadequate monies filter down to correctional education when left up to the digression of federal and state agencies, we strongly urge you to lend your support to S. 626, the Federal Correctional Education Assistance Act, as introduced by Senator Claiborne Pell. Furthermore, we strongly urge you to create a set-aside in the Reauthorization of the Vocational Education Act, specifically and exclusively earmarked for the incarcerated

We, the correctional educators, are not alone in realizing the dire need for more and better vocational programs in juvenile and adult correctional facilities. As is well known, Chief Justice Burger has repeatedly called for such programs in his major national addresses over many years. In his response to the NACVE report and its recommendations, the Chief Justice writes:

"One small but practical, positive step - indeed, a step that I have advocated for many years is the introduction of mandatory educational and vocational programs for all inmates. No one should leave prison without at least being able to read, write, do basic arithmetic and be trained in a marketable job skill. Unless we accept the hard reality that the confinement of offenders behind walls and bars -- without trying to change them -- defeats a principal objective of the penal system, we will never make any progress in the battle against crime. This report of the National Advisory Council on Vocational Education, which contains information and recommendations designed to improve vocational education within prisons, is a step in the right direction. We need to act to implement the positive recommendations made in this Report and to take positive steps as a nation to improve the quality of educational and vocational programs within our prisons. This is not a visionary idea but a common sense application of the concept of society's collective self-interest."

The barriers to effective vocational education programs for the incarcerated are formidable but not insurmountable. During the recent years of trial and error, of sparse resources, and a constantly growing client population, such valuable experience has been gained. Correctional educators have become more knowledgeable, more professional. Our professional organization, the CEA, and its leadership stand ready to work with Congress and the Department of Education to take the knowledge gained and to apply it in the

classrooms and shops of prisons and jails around the country.

With the sporadic and "soft" funding in the past, such knowledge was wasted, as good programs fell victims to dried-up funding sources, and valuable data were tossed out with the programs. Sustained, predictable funding through a separate Federal Correctional Education Act and set-asides in the Vocational Education and other major federal education legislation can reverse this trend. We who work with inmates know that prison education and training programs can be made to work. And we believe, with Secretary Bell, that

"We must ensure that those who wish to improve their education and prepare for a life of honest work have the opportunity to do so. Education must not stop at the prison gates; for some, that may even be where it can begin. We must build on the assumption that not even in prison have we exhausted the resources that might work, that might make a change. We must make sure that incarceration is a sentence to temporary loss of freedom, not a sentence to lifelong ignorance, unemployment, poverty and crime. Correctional education can be the way out; we must give it our support." (Speech at the Forum on Prisoner Education, U. S. Department of Education, 1981).

We trust that Congress, through appropriate legislation, will give us the tools to do our job.

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TABLE 1

CHARACTERISTICS OF VARIABLES OF SUCCESSFUL PROGRAMS
IN ADULT CORRECTIONAL FACILITIES

<u>Variable</u>	<u>Characteristics</u>
o Administration	<ul style="list-style-type: none"> o Trained educators o Decentralized decision making o Focus on public relations and fund raising o Well-defined relationships and procedures o History of leadership by one individual
o Coordination and Cooperation	<ul style="list-style-type: none"> o Mechanisms to maintain a high level of contact and communication with State agencies, local agencies, and other components of the institution
o Curriculum and Instruction	<ul style="list-style-type: none"> o Open-entry, open-exit formats o Competency-based, modularized, self-paced materials o Real-life work and hands-on training experiences o Extensive program evaluation
o Facilities and Equipment	<ul style="list-style-type: none"> o Designated areas used specifically and exclusively for vocational education
o Funding	<ul style="list-style-type: none"> o Various sources
o Placement and Followup	<ul style="list-style-type: none"> o Systematic procedures o Emphasis on employer contact
o Planning	<ul style="list-style-type: none"> o Systematic programmatic and instructional planning procedures
o Policy	<ul style="list-style-type: none"> o Formal policy defining program role and objectives
o Staffing	<ul style="list-style-type: none"> o Team approach o Emphasis on personal relationship with students o Experienced tradespersons certified by the state education agency o Staff development programs
o Support Services	<ul style="list-style-type: none"> o Counseling o Recreational programs o General education programs o Psychological services

SOURCE: Adapted from Rice et al. 1980.

VOCATIONAL EDUCATION IN CORRECTIONAL INSTITUTIONS

A Report to the President and the Congress of the United States of America from the National Advisory Council on Vocational Education which states among other things, that although needed, quality comprehensive vocational education is not provided by the correctional system.

This Report includes recommendations and information designed to improve the delivery of vocational education through changes in legislation and in state and local operations.

March, 1981

The National Advisory Council
On Vocational Education

Recommendations

The National Advisory Council on Vocational Education received information as a result of four national hearings from individuals representing a broad spectrum of interests in and concerns about vocational education conducted by correctional institutions. Based on this information, the Council, in preparing its recommendations, recognizes that vocational education must contribute to and work in harmony with the total range of corrections education and other services to ensure the full development of the students' interests and talents.

The recommendations which follow provide direction for fundamental changes and new leadership roles by agencies to help prepare offenders to become productive workers and tax paying citizens. The Council's concerns are, however, not limited to these seven recommendations. We encourage other agencies to use the different ideas and recommendations presented by witnesses and found in this Report. To illustrate, the Federal Bureau of Prisons would want to examine the age limitations imposed on prospective teachers by Federal law or, the U.S. Department of Education in cooperation with the Department of Labor expand the Apprenticeship model essentially used in Federal prisons to more state programs and local programs or service deliverers. Other Federal and State agencies, including the U.S. Department of Justice and the state departments of corrections, will find pertinent information in this Report which should cause them to become more active in helping improve corrections education and occupational training programs and services.

The Council recommends --

That Congress:

- Acknowledge the need for a comprehensive instructional program (including vocational education) with support services by establishing through legislation an adequately funded Correctional Education Program.

Coordination at the state level of existing resources from other programs for use in correctional education should be required.

- Specify the corrections population - juvenile and adult offenders - in vocational education legislation as a primary group to receive Federal support.

Federal funds for services to this population should be administered by a state educational agency.

- Make available to states special financial resources which would be allotted to local programs that demonstrated successful efforts in such areas as the improvement through innovation of correctional vocational programs and outreach to and working relationships with community resources. The coordination of prison industries with the educational and training needs of students is absolutely essential.

- Require a description of local program operations as a condition precedent for receiving Federal funds to implement comprehensive vocational programs for male and female juvenile and adult offenders.

The program description would include: (a) planning programs including the use of standards and of an appropriate advisory committee; (b) implementing programs including the involvement with remedial, adult, and other educational programs; (c) evaluating programs, and; (d) reporting on and using results from evaluations.

That U.S. Department of Education:

- Establish a corrections unit with full time staff.

The unit should provide coordination services, technical assistance to and be a clearinghouse for the corrections field and governmental agencies. Among its responsibilities should be the development of standards and initiation of evaluations of correctional vocational education programs conducted by juvenile institutions, jails, and state and federal prisons. Such standards and evaluations would be compatible with and contribute to the overall corrections education system. Further, the Council believes that the standards be developed by a process undertaken in cooperation with a special panel or task force. Membership on this panel should be formed from such organizations as the National Institute of Corrections, National Institute of Education, Federal Bureau of Prisons, American Vocational Association, American Correctional Association, Correctional Education Association, community-based organizations, business and labor groups, and relevant advisory committees.

That State Education Agencies:

- Require a craft or program advisory committee, which has a majority of private sector representatives from industry and labor, for each local institution or agency receiving Federal aid for correctional vocational education.

This committee should provide technical assistance for developing job readiness and job occupational skills through an appropriate curriculum; for identifying emerging or demand occupations where employment opportunities are available; and for evaluating the program including student job placement and staff development for security and educational personnel.

That State Advisory Councils on Vocational Education:

- Investigate through their State attorney general's office and other sources the state's laws/regulations that restrict offenders and exoffenders from "free world" employment in order to make recommendations for abatement to state legislative agencies.

Executive Summary

Within the past decade there has been a growing concern on the part of some members of Congress and the Executive Branch, correctional administrators, and the informed public about soaring crime rates, overcrowded, substandard, and violence-ridden correctional facilities, and the seeming failure of current rehabilitative practices, as evidenced by high recidivism rates and massive unemployment among ex-offenders. Analysis of public opinion also suggests that there is diminishing confidence in the system's ability to habilitate inmates. The public's attitude seems to be "...that anyone sent to prison does not deserve the opportunity to be rehabilitated."

Based on this growing concern and the general public's negative attitude, the National Advisory Council on Vocational Education (NACVE) decided, in 1979, to hold hearings as part of a study of correctional vocational education in the United States. From November of that year to April of the next, the Council conducted four national hearings on the "status of vocational education in correctional institutions" and received wide-ranging testimony from 106 witnesses representing 27 different states. By making correctional vocational education a priority for the year, the Council fulfilled part of its very broad mandate to advise the President, Congress, and the Administration on matters concerning vocational education and its administration.

OVERVIEW

Approximately 446,000 adults are at present incarcerated in the nation's 912 state correctional facilities, 4,000 local jails, and 49 federal institutions and centers. Fifty-nine percent of all adult inmates are in state prisons, 36 percent in jails, and the remaining five percent (or 24,000 inmates) in the federal prison system. Incarceration has dramatically increased during the last decade. Between 1973 and 1978 there was a fifty percent increase in the incarceration rate for adult offenders. Ninety-five percent of all those who are incarcerated will eventually return to the free world; approximately 150,000 inmates are released each year. Those released should have received quality, comprehensive vocational preparation prior to their reentry into the free world and subsequent participation in the labor market.

There is a good deal of support for the view that vocational and educational programs, given the appropriate resources, can promote positive change in individual inmates and enhance their chances of obtaining jobs upon release and becoming productive members of society. Warren E. Burger, Chief Justice of the U.S. Supreme Court, advocated in his 1981 report to the American Bar Association, that vocational and educational programs be made mandatory, with credit against the sentence given for education progress. Two former offenders stated that successful completion of one vocational course may be the first real accomplishment for an inmate and thus a source of inspiration leading to rehabilitation.

Vocational education in corrections can be defined as instruction offered through the systems (i.e., jails, state and federal prisons) to

enable offenders to be employment-ready upon their return to free society. It involves the development of basic skills, specific occupational training, and an array of "job readiness" attitudes and talents, including the development of positive motivation, good work habits, and survival skills. By using this definition as a guideline, the hearings brought forth a general understanding of vocational programming as it is practiced in correctional institutions. Overall, the current level and quality of correctional vocational education is not adequate enough to provide, on a regular basis, comprehensive vocational education programs to offenders. As a result, when offenders return to society, they are not prepared to compete in its labor market. The tone of the testimony was that the problems and barriers hindering the efficient and effective delivery of vocational education are not insurmountable. Goals and efforts to bring about change must not be timid.

Specific Findings

Over the course of the four hearings several issues were addressed repeatedly. Four major issues were implicated in all the problems, frustrations, and possible solutions discussed by the witnesses. What follows is a listing of some of the problems and some of the related recommendations (expressed as observations in the last section of the report) identified by the witnesses for each of the four major issues.

Funding:

- Inadequate funding.

Congress should include in the VEA reauthorization language and policy assuring correctional programs access to funding and services under all provisions of the Act.

- Lack of cooperation and communication, including fiscal matters between state education and correctional agencies.

Congress, through the VEA reauthorization, should consider, or mandate, the establishment of a staff position for correctional education in each State Department of Education which would help link the many state resources and agencies that assist education and employment training.

Federal vocational education legislation should specify and encourage formal communication on the state level between the State Department of Corrections and the State Department of Education and other agencies involved in providing services to offenders.

Administration:

- Insufficient recruitment, training, and retention of qualified vocational instructors.

The Federal Government should encourage quality programs and curricula for the training of correctional teachers and staff for academic and vocational programs.

- Lack of adequate facilities and equipment.

Federal funds, either through the VEA or additional legislation, should be made available to upgrade and expand existing facilities and equipment used in correctional vocational education.

- Lack of coordination and integration of vocational programs with prison industries.

Congress should consider amending VEA to ensure that prison industries are coordinated and consistent with the educational and training needs of inmates.

Comprehensive Programming:

- Lack of vocational program standards at all levels.

The Federal Government, through NACVE or other appropriate agencies, should develop national minimum standards for educational and vocational programs in correctional institutions.

- Lack of programs relevant to realistic job opportunities.

The Federal Government should encourage further involvement on the part of industry and labor in correctional education by requiring state advisory committees on correctional education with broad representation, including that of the private sector.

Federal Policy and Leadership:

- Absence of overall coordination.

The U.S. Department of Education should establish an office for Correctional Education.

- Shortage of research, evaluation, data collection, and technical assistance.

The Federal Government should assume a leading role in promoting and supporting much needed research, evaluation, and data collection in correctional education.

Congress should provide funding for and charge the Department of Education with the responsibility to establish a national information, research, and reporting system for education and vocational training in correctional facilities.

Senator PELL. Thank you very much, indeed.

There are some questions that I would like to ask now and if we don't have time for them, I will submit some more for the record.

First of all, I would like to thank you for your book which you were nice enough to send me a year ago, which I have gone through and benefited from. The one problem here is that there's no real constituency. We recognize the problem.

But those who are affected, many of them under our State constitutions don't have the right to vote. And the whole subject is not appealing to the public.

A good example of that is, to my mind, that this is a key part of this morning's hearing or—maybe not the most significant, but an exceptionally significant part. And showing the public interest in the problem, there's not one member of the press who's left here. This is the kind of feeling we have to fight against in order to get a program of this kind going.

Everybody here is interested as a specialist or a specialist in the field, but no one with the press.

A couple of points I want to ask.

First, the question of the cost of incarceration. The average, I believe, now, is \$15,000 a year. My recollection—my own State is that that is substantially more. Is there anyway available to get a breakdown of the cost of the incarceration?

I'm not sure.

Dr. Coffey.

Dr. COFFEY. Yes, we can provide you that. I would be happy to provide you with that.

Senator PELL. You will?

Dr. COFFEY. I don't think we have it here. But I think \$15,000 for an inmate for a year, per adult offender, is the most frequently quoted.

Senator PELL. Does that include the capitalization cost of the building itself?

Mr. ERWIN. The jail?

Dr. COFFEY. No, that does not.

I did yesterday, as a matter of fact, ask for some figures from the American Correctional Association. The total State operational budget for corrections in this country is now \$6 billion a year. In addition to that, you have another \$1.5 billion in planned and improved capital expenditures for States only.

Senator PELL. Could you submit to me, if it's available, a State by State breakdown as opposed to a national one. Not just the warehousing costs, but the costs of the capital structure.

Mr. ERWIN. Senator, it is estimated that it costs to build a cell something like \$60,000 for one person to stay in a little room. New construction costs are going to be astronomical.

Senator PELL. I do think it's a cost that has to be put in, just because of the cost of warehousing.

Mr. ERWIN. Certainly, I will do that.

I have mortgage on my house and payments on my car, and it's all taken into consideration in my total budget as a person.

Senator PELL. One part of the figure would be the warehousing costs, and the other would be the capital costs. Warehousing, in which we realize education is only 2 percent.

Dr. COFFEY. It is usually mentioned that 1.5 percent of the States' operational budgets is devoted to educational programs. That is total. Some States do a little better, 1½ percent.

Senator PELL. I thought it was 2 percent, I read somewhere, of the total budget was spent on educational programs.

Dr. COFFEY. I know the ACA usually cites 1 percent and other agencies 1½.

Senator PELL. I have it straight now.

I was confused; 2 percent is spent on vocational education, presumably the other 3 percent would be on general education. That way it would be 5 percent.

I notice both Dr. Murray and Mr. Erwin urge the establishment of a correctional education set aside. This, to my mind, would be a compromise if our bill doesn't go through. And eventually we'd like to break it off of the bill.

What do you think would be the appropriate level of funding it, going as a set aside?

Mr. ERWIN. I'm not sure in my own mind what it would cost.

Dr. Coffey, do you have any figures that might help us to establish that level?

Dr. COFFEY. Well, I think, for example, that the \$25 million of your bill, Senator Pell, is certainly a good start, but only a drop in the bucket. I don't think that it is adequate at all to meet the needs that we have.

So I would hope that at least in terms of the set aside, it would consider this group as equal to others, for example, the handicapped in this country.

So whatever set aside has been appropriate for the handicapped I think would also be applied to corrections.

Senator PELL. Just for the record, you are Dr. Osa Coffey, executive director of the—Correctional Education Association.

Dr. COFFEY. Yes, that's correct.

Senator PELL. I'd like to ask both Dr. Murray and Mr. Erwin, why is it that we have the highest percentage of people behind bars of any nation except for the Union of South Africa, any free world nation?

What is it that has made us a nation behind bars?

Do either of you have a thought?

Dr. MURRAY. Well, I guess I'd respond to that by saying the social group passes the law and then the juries send people to prison. And it's obviously the belief of the social group that this is what should happen.

I think it's a terrible drain on our resources. And I think there should be alternatives to sending people to prison.

Senator PELL. I am not interested in the alternatives at this point. I am interested in the reasons.

Do you think it is primarily the social group is tightening up?

The figure is the jail population went up 50 percent in a 5-year period, the seventies. Was that because of an increase in offenses, or was it because there is a tightening up of rigidity on the part of society; which would be your view?

Dr. MURRAY. Probably both.

Senator PELL. What about you, Mr. Erwin?

Mr. ERWIN. Senator, this is a contradiction of society that is always hard to understand.

For example, the educational systems, particularly in the inner cities of our metropolitan areas, have failed people. And quality education has not been there. And therefore the people cannot get an education. And there is only one funnel that you go into when you get into trouble in society, and it's down the chute to an institution.

I think lack of proper education in the community, lack of support of programs, have contributed to this.

Senator PELL. But in that 5-year period in the seventies 1973 to 1978, when the incarcerated population went up 50 percent, I don't think that the educational availability changed too much. If anything, I'd like to think, having been chairman of the Education Committee in those years, that it went up. There must be some other social reasons.

Mr. ERWIN. Well, there's, I think, all kinds of social reasons why people end up in trouble. And one is lack of education, lack of parental support, lack of all these programs that are available.

Senator PELL. But nothing happened in 1973 through 1978, and yet the population went up 50 percent.

Mr. ERWIN. Well, I think the attitude of society has changed, too, that the theory now is that you put people in jail or prison having offended. And this has brought the prison population up tremendously.

I think other things have happened, too. In a weekend in Chicago, for example, they arrest 300 or 400 people over the weekend. Most of those, 80 percent of those people, used to go home Monday morning. Now, 80 percent of them stay, unable to make \$100 bond. Economically, people are unable to post bond to get out. And I think the trend and the attitude of society is that incarceration is a cure-all for many problems in society.

Senator PELL. This is very interesting philosophically because we are considered one of the most permissive societies in the world today, and yet what you are saying is that the attitude of society is becoming increasingly rigid.

How do we balance those two thoughts?

Dr. MURRAY. Perhaps we have been permissive in the way we have treated our young people, but we are becoming much more hardnosed about crime. I think the permissiveness has been perhaps in raising our youth.

Senator PELL. I have thought about this. I really don't have an answer.

Dr. MURRAY. Could I just answer one thing?

Senator PELL. Certainly.

Dr. MURRAY. From our studies, another reason our prison population has increased is the fact that we have received prisoners at a faster rate than we have let people go. And that makes the population go up. And so it seems to me a lack of coordination on the part, perhaps, of the parole section of criminal justice, so that the courts are sending them in at a higher rate than pardons and paroles—

Senator PELL. I can't hear.

Dr. MURRAY. I think that people are being sent to prison at a higher rate than they are being allowed to leave prison because pardons and parole—in our study at least—simply were not releasing them at the rate that would keep up with the ones that were coming in.

Senator PELL. Do we have anywhere available the comparison between our country and other countries?

Dr. MURRAY. I don't know about other countries. I know it's very high here.

Senator PELL. But I understand it's also very high in other countries.

Dr. COFFEY. I think we can get some information.

I can just give you a comparison between my native country, Sweden, which incarcerates probably the fewest people per 100,000 in the world, but also has high recidivism because we only incarcerate the very few that the State feels there is no alternative for, very dangerous to society.

And I think this makes a difference.

I would like to backtrack a little bit.

There are all kinds of information now in terms of both the high rate of incarceration as well as increasing numbers. Many States, of course, feel that because crime has become so high, there's a fear that makes people want to get tough. And tough means prison in this country. And, therefore, we do incarcerate people here for crimes which somebody in Holland, England, Denmark, or Sweden would not be incarcerated.

Senator PELL. Thank you, thank you very much.

Now, what is the rate—you will submit what you can about the comparison, please, of the rate of recidivism in other countries, in Sweden, as it compares to the United States.

Thank you.

And what is the percentage of people, the number of people per thousand, who end up in jail, in 10,000, in America?

Mr. ERWIN. I'm sorry?

Senator PELL. What is the number of people per 10,000 or 100,000 who go to jail?

Mr. ERWIN. I am not sure what that ratio is. We can furnish that, though. It's estimated out of the population between 5 and 7 million Americans go to the county jail system each year. The fallacy of that is that it may have been the same person many, many times over that raises that figure. But we can provide that to you, sir.

Senator PELL. Well, I think that would be of interest.

Dr. COFFEY. I have the figure right in front of me.

As of the latest of Bureau of Justice statistics report, we have now about 254 per 100,000. Now, that, of course, varies a great deal from State to State. One of the highest of the States, the District of Columbia, the highest in the Nation. We have 531 persons per 100,000 incarcerated. And it goes to a low of 47, I believe, which is in the State of South Dakota.

Senator PELL. Thank you.

Well, that 254 per 100,000 comes out roughly to 1 per 40,000. Actually we in Congress have come out much worse than the average

because at least 1 in 500 of our Members have gone to jail in the last year, far worse than the national average.

Is there any difference between the educational services provided women as opposed to those provided to men in jail?

Mr. ERWIN. Well, normally education programs for women are less than to the male population. Even at Cook County jail where we had our school, our program in the women's division was at a much lower level and less provided than for the male institution. Women's institutions are usually severely neglected, much more so than even the male institutions, though it hasn't been so great in the male institutions, either.

But the female institutions have a lot less attention given to them.

Dr. MURRAY. Senator Pell, can I respond to that?

As far as programs in the State of Texas, I'm pleased to say that the programs for women are on a par, on a level with the programs for men. In fact, in a vocational area, we have women sharing the same shops with men, not at the same time, at different times of the day. And I think that the parity has been brought about perhaps by Federal suit. But we have settled that suit.

And I think we spend more money on women's programs than we do on men because we have fewer women in prison. And that makes the cost go up.

Senator PELL. Thank you.

Is there any evidence of a direct link between education and incarceration?

Mr. ERWIN. Well, I think there is, Senator.

The hearings conducted by the National Advisory Council on Vocational Education and other available testimony and research provide evidence that education has a very direct part in the person's life in relationship to going to jail and prison and in recidivism rates.

The repeat rate in Cook County Jail is something like 85 percent in 65 days. Out of the men and women that were fortunate enough to go through our program, Pace Institute, 30 percent in 1 year was the repeat rate. That is, 30 percent of our people return to jail in the period of 1 year against the 85 percent in 65 days.

That's attributable to education.

And I think the Correctional Education Association, as other agencies, has ample evidence that where quality education is provided and inmates take advantage of it recidivism rates are significantly reduced.

I don't think that has ever gotten out of the record, or has ever really been told to the public. There's an attitude that nothing works when that is not true.

There are programs in this Nation along with Texas and others that work, and work extremely well, but they never get the visibility of the press or any other sector of society. And there's almost an analogy when I go out in the morning. The first thing I do with my car is put the key in it, and try to start it. The place to start, I definitely believe, is to provide quality education in the correctional field and over the period of years, our prison population will reduce.

Senator PELL. I think one of the reasons of the larger prison population is the unfairness of life. There is no question that the much richer person has less of a chance of going to jail than a poorer man who steals \$50, or something of that sort. But our job in Congress is to try to make life fairer. I think that's really what it is all about.

I have to go now, so I will ask that further questions be submitted on behalf of the chairman and any other members of the Subcommittee to you.

[The following information was received for the record:]



1983

**Juvenile and Adult
Correctional Departments,
Institutions, Agencies
and Paroling Authorities**

DIRECTORY

RATE OF RECIDIVISM

(By Percent, as of July 1, 1982)

Survey question: *What percent of inmates were released who within three years were convicted of violations of the law that resulted in 1) reincarceration under a new sentence, 2) reincarceration resulting from technical violations of parole?*

STATE	ADULT OFFENDERS	JUVENILE OFFENDERS
AL	24.6% no time restriction	16.0% no time restriction
AK	* 40.0	--
AZ	* 39.0	--
AR	* 19.1	29.1 no time restriction
CA	31.4	49.8 any parole failure within 24 mos from release
CO	22.6	18.0 based on one year period
CT	--	35.0 based on one year period
DE	* 67.0	--
FL	20.01	36.7 based on two year period
GA	22.0	25.0
HI	* 12.5	--
ID	38.0	* 13.0
IL	24.3 returned while on supervision	18.8 returned while on supervision
IN	28.0	33.0
IA	* 24.0	34.0 no time restriction
KS	--	--
KY	* 12.0	--
LA	22.0	24.0 no time restriction
ME	48.0	--
MD	21.4 males only, based on one year period	* 10.6
MA	26.0 1979 releases	--
MI	36.0 duration of parole	17.0 based on 3 month follow-up
MN	37.0 based on 30 month follow-up	--
MS	28.0	4.7 based on a one month follow-up
MO	33.4 no time restriction	45.0 any subsequent contact with criminal justice agency
MT	23.0	--
NE	38.0	21.0
NV	--	* 23.0
NH	23.0 no time or reason restriction	35.0
NJ	* 23.0 based on one year follow-up	--
NM	15.0 based on one year follow-up	3.0 based on one year follow-up
NY	28.0	13.0
NC	* 30.0	19.0 no time restriction
ND	20.0	--
OH	20.0	25.9 based on one year follow-up
OK	27.8 based on a random sampling	--
OR	26.8	38.0 based on one year follow-up
PA	--	--
RJ	42.7 based on five year follow-up	--
SC	20.3 1977 releases	28.9 based on one year follow-up, any previous commitment
SD	7.85	18.31
TN	--	--
TX	38.31 any previous commitment	5.1
UT	44.0 duration of parole	--
VT	30.0 approximate figure	--
VA	25.8 any previous commitment	18.1 two or more commitments
WA	31.6	--
WV	* 19.0	--
WI	18.9 based on one year follow-up	--
WY	11.0	3.0

Note: The term "recidivism" in relation to corrections has not obtained a common definition, making it extremely difficult to gather information which can be used for comparison purposes. We have attempted to collect data using the definition in the above survey question. Modifications presented by the questioned departments are included.

This information should not be considered authoritative and is provided as a step to narrow the definition in order to make useful comparisons in the future.

-- Information was not made available at time of publication.

* 1981 information.

ADULT INMATE POPULATION (as of July 1, 1982)

State	Total	White		Black		Hispanic		Other		MAXIMUM		MEDIUM		MINIMUM	
		Male	Fem	Male	Fem	Male	Fem	Male	Fem	Male	Fem	Male	Fem	Male	Fem
AL	5,450	1,778	100	3,381	191	0	0	0	0	205	12	2,680	151	2,274	128
AK	1,909	356	62	64	6	12*		358	11	231	21	62	23	282	15
AZ	3,337	2,721	148	968	42	1,228	41	173	13	1,684	66	1,880	42	1,746	118
AR	3,354	3,392**	155**							1,153	30	1,266	114	973	11
CA	29,363	10,315	601	10,137	508	2,410	256	310	26						
CO	2,961	1,264	47	314	23	666	18	135	9	1,102	36	645	20	711	36
CT	4,874	1,800	92	2,070	135	700	9	7	1	3,903	0	623	0	109	237
DE	1,589	612	29	881	47	20	0	0	0	1,086	0	298	76	199	0
FL	26,161	12,861	492	11,771	646	387	2	2	0						
GA	14,020	5,370	304	7,749	407	0	0	0	0						
HI	1,136														
ID	1,029														
IL	13,153	4,112	138	5,346	289	750	20	30	9	7,334	456	4,081	0	1,292	0
IN	8,778	8,232**	346**												
IA	2,646	2,028	77	445	26	42	0	45	3	917	0	1,520	3	103	103
KS	2,966	1,667	86	187	65	107	0	50	4						
KY	4,240	2,848	107	1,218	67	0	0	0	0	922	0	2,084	174	1,234	0
LA	9,218	2,450	116	4,403	343	0	0	0	0	1,200	36	3,160	292	2,309	2
ME	856	2,939	88	7,434	279	1	0	3	0	184	0	481	19	180	5
MD	10,156	2,939	88	7,434	279	1	0	9	0	2,924	4	3,924	349	1,942	13
MA	3,243	1,907	119	1,078	55	19	1	5	1	679	0	1,874	156	416	0
MJ	12,679	4,730	107	7,314	317	153	6	57	5	6,438*	375*	3,406	0	2,775	60
MN	2,074	1,348	43	644	15	55	1	162	6	1,767	0	189	45	5	0
MS	3,312	1,051	33	2,653	66	5	0	4	0	2,236	23	908	23	50	43
MO	6,711														
MT	843*	614	28	17	0	18	0	166	0	425	4	242	0	141	0
NE	1,757	1,040	37	515	31	67	1	83	3	621	6	386	38	878	28
NV	4,773	1,533	67	658	57	103	4	49	2	521	0	1,578	130	244	0
NM	2,477	445	4	9	0	15	1	3	0	32	0	351	3	88	0
NY	7,852	1,886	101	4,680	194	981	10	0	0	0	0	5,603	0	1,944	305
OH	1,346	412	19	145	4	674	43	45	2	644	45	299	0	313	25
OK	26,190	6,822	188	13,465	451	5,116	127	223	6	15,878	0	7,717	559	2,236	213
NC	16,150	7,083	330	8,511	387			417	1						
ND	729	237	7	6	0	1	0	57	1	265	8	NA	NA	36	0
OH	16,135	7,993	362	7,205	467	98	8			3,203	123	9,201	159	2,294	153
OK	6,083	3,781	187	1,558	112	76	0	352	17	1,141	93	2,555	58	2,071	165
OR	3,895	3,066	87	406	33	134	0	157	12						

PA	9,891	4,254	158	5,304	160	1	1	11*		4,822*		4,416*		653*	
RI	840	605	13	182	6	29	1	2	0	382	15	200	0	236	
SC	7,879	2,950	149	4,562	205	5	0	8	0	265	0	3,425	0	3,835	354
SD	746	2,964	19	14	0	5	0	150	10						
TN	7,403	4,246	237	2,999	121	0	0	0	0	217	2	4,622	228	2,406	128
TX	33,294	12,156	591	13,744	804	5,844	154	0	3	31,573	1,550	406	0	0	0
UT	1,200	837	33	90	10	202	3								
VT	612									87*		326*		199*	
VA	9,257	3,432	139	5,280	193	7	1	5	0	3046	108	4,257	146	2,621*	79*
WA	5,843														
WV	1,464	1,199	38	219	10					640	7	580	30	178	11
WI	4,672	4,473**	197**							2,294	167	1,112	0	1,049	30
WY	630	561**	33**												
TOTALS															
'82	345,960														
'81	295,514														
'80	282,908														
'79	254,126														
DC	2,517*	44	0	2,465	0			8	0	542	0	1,295	0	780	0
PHIL	3,233	303	23	2,590	117	1	1	1	1	1,248	0	787	140	1,058	0
NYC	9,280														
FBI	28,224*	11,814	259	6,955	233	1	1	446	8	4,505	0	9,244	0	5,466	542
GU	100	3	0	1	1	0	0	94	1	6	0	92	2	0	0
PR	2,946					2,873	73			32	1	1,501	33	1,340	19
CS	9,812	9,800'	112'							3,231	110	5,108	1	995	0
BC	1,981	1,890	91							1,024	61			866	30
MP	728	682	46												
NF	300	290	10							10	0	100	0	180	10
NW	182														
NS	589	555	14												
ON	5,825	5,546	279							3,362	190	1,182	70	1,002	19
PE	58	57	1												
SA	763	715	48												
YU	64	63	1							12	0	11	0	40	1

- Note:
 * Male inmate only count
 ** All race count
 † Includes Black and White race
 ‡ Includes data error
 § Includes H residential female
 ¶ Includes H Other race
 †† Includes residential officers



FISCAL INFORMATION

The table represents fiscal information for adult and juvenile state departments providing correctional services, reported as of July 1, 1962.

State	OPERATIONAL BUDGET (Last Department)		CAPITAL EXPENDITURES (Planned and Approved)							
	Adult	Juvenile	ADULT			No. of Major New/ Renov. Projects	JUVENILE			No. of Major New/ Renov. Projects
			Total	Appropriated	Bond/ (Other)		Total	Appropriated	Bond/ (Other)	
AL	\$ 79,517,617	\$ 10,621,148	\$ 45,000,000	\$ 45,000,000	\$ 11,000,000	2.0				0.0
AK	42,800,000	11,000,000	42,800,000	42,800,000		1.0				0.0
AZ	20,917,200	2,200,000	14,600,225			2.0				0.0
AJ	100,000,000	-	3,770,000		2,170,000	3.0				0.0
CA	542,382,000	179,077,000	1,591,120,000	11,000,000	148,470,000	26.14	1,954,000	1,954,000		2.3
CO	47,027,000	10,774,000	1,750,000	1,750,000	1,750,000	2.0	1,219,000	1,219,000		0.1
CT	60,000,000	6,100,000	10,000,000		10,000,000	2.0			1,200,000	0.0
DE	40,111,000	-	100,000		100,000	1.1				0.0
FL	279,113,000	54,000,000	30,000,000	30,000,000		7.0	4,200,000	4,200,000		2.1
GA	149,000,000	20,000,000	1,500,000		175,000	2.0	343,000	343,000		0.0
HI	21,911,700	-	10,000,000		10,000,000	1.3				0.0
ID	10,000,000	2,000,000	1,000,000		1,000,000	1.1				0.1
IL	204,340,000	-	10,000,000		1,000,000	4.3				0.0
IN	60,547,000	-	175,000		175,000	1.1				0.0
IA	37,300,000	1,700,000	17,500,000		17,500,000	2.4				0.0
KS	44,137,999	12,163,375	4,000,000		4,000,000	1.11	101,000	101,000		0.0
KY	10,000,000	20,000,000	12,000,000		12,000,000	0.10				0.0
LA	1,000,000	-	20,000,000		4,191,200	0.7				0.0
ME	21,911,700	-	175,000		175,000	0.0				0.0
MD	100,000,000	-	37,000,000		400,000	2.4				0.0
MA	10,000,000	20,000,000	25,000,000			2.2				0.0
MI	230,000,000	20,000,000	14,320,000	14,320,000		5.1				0.0
MO	71,000,000	-	300,000		300,000	1.0				0.0
MS	10,700,737	7,407,302	174,000		1,370,000	0.0				0.1
MU	61,000,000	12,000,000	1,002,110	1,002,110		1.0	700,142	700,142		1.0
NE	22,000,000	-	1,700,000	1,700,000		0.0				0.0
NH	20,000,000	-	6,000,000	6,000,000		1.0				0.0
NY	25,000,000	5,000,000	3,000,000	3,000,000		1.0				0.0
NC	4,000,000	1,000,000	4,000,000		4,000,000	2.0	603,000	603,000		0.1
ND	10,000,000	-	11,125,000		11,125,000	0.1				0.0
OH	75,147,000	-	60,700,000	60,700,000	37,000,000	2.0				0.0
OK	420,000,000	60,000,000	22,313,170	75,171,000	240,142,170	0.0	2,507,000	2,507,000		1.7

NE	177,000,000	24,000,000	4,700,000	4,700,000		1.1				0.0
ND	1,000,000	-	10,000,000	10,000,000		1.1				0.0
OH	130,000,100	77,200,700	22,000,000	22,000,000	22,425,000	3.1	120,000	120,000		0.0
OR	41,152,117	-	20,000,117	20,000,000	10,000,117	10.7				0.0
PA	67,000,000	14,291,677	0			0.0	43,677	43,677		0.1
PB	1,100,000	-	100,000,000		100,000,000	0.10				0.1
RI	1,000,000	7,120,000	610,119	610,119		0.1	170,000	170,000		0.1
SC	40,000,000	20,700,000	4,212,000		4,212,000	1.0	100,000	100,000		0.2
SD	6,913,000	-	513,000	513,000		0.20				0.0
TN	10,000,000	-	1,111,000		2,000,000	2.0				0.0
TX	170,000,000	20,000,000	10,000,000	10,000,000		1.0	1,200,000	1,200,000		0.0
UT	12,000,000	10,000,000	20,000,000	20,000,000		4.0	1,000,000	1,000,000		0.0
VY	12,000,000	10,000,000	700,000	700,000		1.7				0.0
VA	251,000,000	-	21,167,100	21,167,100		3.0				0.0
WA	190,000,111	20,000,000	20,000,000	20,000,000	20,000,000	1.0	1,000,000	1,000,000		0.1
WV	15,000,000	-	1,000,000	1,000,000		0.7				0.0
WI	14,000,000	-	70,000,000	70,000,000	70,000,000	0.4				0.0
WY	20,000,000	-	11,351,350	11,351,350		3.1				0.0
TOTAL	\$1,947,000,000	\$1,947,000,000	\$1,947,000,000	\$1,947,000,000	\$1,947,000,000	100.0	\$1,947,000,000	\$1,947,000,000	\$1,947,000,000	100.0

Note:
 N/A Not applicable
 * Information was not made available at time of publication
 † Combined adult and juvenile departments
 ‡ Total includes one million dollar in measure income

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An American Perspective**CROSS-CULTURAL
INCARCERATION RATES***

	SOUTH AFRICA	400
	SOVIET UNION	391
	U.S.A.	250
66	FRANCE	
60	WEST GERMANY	
54	DENMARK	
40	SWEDEN	
22	NETHERLANDS	

***Per 100,000 People**

President

James R. Galloway, Director
Vocational Education
State Department of Education
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Springfield, Illinois 62777

Vice President

Joe B. Mata, Director
Division of Vocational Education
State Department of Education
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Tallahassee, Florida 32301

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Executive Director

John W. Shuck
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Arlington, Virginia 22201
(703) 522-6121

200 Lane Post Lane
Camp Hill, Pennsylvania 17011
(717) 763-1120

July 6, 1982

Dr. Terrel H. Bell, Secretary
U. S. Department of Education
Division of State Vocational Programs
Room 5640, ROB #3
7th and D Streets, S.W.
Washington, D.C. 20202

Dear Secretary Bell:

On behalf of the National Association of State Directors of Vocational Education, this letter is to express to you our concern with the recent appointments of advisory council members to the National Center for Research in Vocational Education.

It was with great disappointment that we learned that for the first time a state director of vocational education was not appointed to the Center's Advisory Council. As a group, we feel that not only has the Center benefited by such representation, but - more importantly - it has provided a vital communications linkage for our organizational members.

As one consumer group of the Center's efforts, it seems illogical to be excluded from the Council. Additionally, we note with interest that other than one OVAE staff person there are no women or minorities on the Council. Further, excluding the two members from California and Missouri, all are from the East Coast - providing a geographical imbalance.

We recognize the reality of the times in which we live. If our suggested members were unsatisfactory, we would be happy to nominate others.

We are requesting that a member of the National Association of State Directors of Vocational Education be appointed to the National Center for Research in Vocational Education's Advisory Council.

Sincerely,

James R. Galloway
President
National Association of State
Directors of Vocational Education

cc: NASDVE Board Members

EXECUTIVE BOARD

Frank M. Santoro, Rhode Island; Gerald L. Freeborne, New York; Marvin H. Garner, Virginia; Joseph G. Freund, Georgia; Robert P. Sorenson, Wisconsin; Wm. Ludwig, New Mexico; John C. Seals, Guam; Dean M. Prochaska, Kansas; Walter E. Ulrich, Utah; Ray Ryan, Arizona; Homer J. Halverson, Washington

September 24, 1981

Senator Lawton Chiles
437 Russell Senate Office Building
Washington, D. C. 20510

Dear Senator:

On behalf of the National Association of State Directors of Vocational Education (NASDVE), I want to express my sincere appreciation for your interest and support of Vocational Education in the FY 82 appropriations cycle. The State Directors of Vocational Education have requested that I bring to your attention an area of high priority to Vocational Education.

The concern involves the provision of adequate funding for Vocational Education Programs of national significance, and more specifically, for the congressionally mandated National Center for Research in Vocational Education. In FY 81, the congress reduced the Administration's request from \$10 million to \$7.4 million, which appreciably impacted on the level of support for the National Center. The National Association of State Directors of Vocational Education convened this week in Salt Lake City, Utah, and recommended that \$1 million of FY 82 appropriations be transferred to programs of national significance, specifically for the support of the National Center. The attached resolution states our position.

The National Center for Research in Vocational Education has served as a national resource to Vocational Education and related programs since 1965, providing services to educators at local, state, and national levels through applied research and development, leadership development, dissemination of the results of research and program/curriculum development, information for planning and policy development and evaluation. Specifically, the National Center has led the state of the art with respect to research and instructional materials development for economic development and entrepreneurship; competency-based instruction; business/industry/labor involvement; and interagency cooperation (Vocational Education, CETA, apprenticeship, job corps).

Again, Vocational Education is indebted to you for your continued support during this period of national economic difficulty. We will continue to strive to provide the quality and quantity of Vocational Education programs which support national economic development goals.

Sincerely,

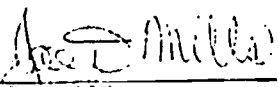
Carrol E. Burchinal
President, NASDVE and
State Director of Vocational Education
North Dakota

:kj

CC: Dr. Eugene Bottoms
American Vocational Association

RESOLUTION REGARDING
PROGRAMS OF NATIONAL SIGNIFICANCE
FY 1982 APPROPRIATIONS
BY
NATIONAL ASSOCIATION OF
STATE DIRECTORS OF
VOCATIONAL EDUCATION

BE IT RESOLVED THAT THE NATIONAL ASSOCIATION OF STATE DIRECTORS OF VOCATIONAL EDUCATION SUPPORTS THE TRANSFER OF \$1,000,000 FROM BASIC STATE GRANTS TO PROGRAMS OF NATIONAL SIGNIFICANCE WITH THE UNDERSTANDING THAT THIS AMOUNT WILL BE ADDED TO THE BUDGET OF THE NATIONAL CENTER FOR RESEARCH IN VOCATIONAL EDUCATION. FURTHER, IT IS RESOLVED THAT A COPY OF THIS RESOLUTION BE PROVIDED TO APPROPRIATE MEMBERS OF CONGRESS BY THE PRESIDENT OF THE ASSOCIATION.



JOE D. MILLS
SECRETARY
AND
STATE DIRECTOR OF VOCATIONAL
EDUCATION, FLORIDA
SEPTEMBER 24, 1981

**RESOLUTION OF THE NATIONAL ASSOCIATION
OF STATE DIRECTORS
OF VOCATIONAL EDUCATION**

WHEREAS, the National Association of State Directors of Vocational Education has reviewed the findings and recommendations report labeled "An Evaluation of the National Center for Research in Vocational Education dated October 1982 and prepared by Technassociates, and


WHEREAS, the Report recommendations are positively received with regard to continuance of strong Federal support for the National Center for Research in Vocational Education providing greater flexibility to the National Center to conduct more multiyear research studies and increase the information data base for purposes of program improvement in vocational education, and

WHEREAS, the National Association of State Directors of Vocational Education strongly endorse the continuation of institutional support of at least \$5.5 million annually for the National Center at Ohio State University and that the National Center have the option to subcontract as a natural outgrowth of its planned R&D activities, and

WHEREAS, the report concludes that the present National Center at Ohio State University has fully complied with congressional intent and contractual obligations which supports the integrity of the National Center to manage for predetermined outputs,

THEREFORE BE IT RESOLVED, that this Association unequivocally rejects the report recommendation to transform the National Center from an institution which does a high percentage of its work with resident staff into an institution that contracts most of its work through a competitive and open procurement process, and view such a transition as counter-productive and contrary to congressional intent, and

THEREFORE BE IT FURTHER RESOLVED, that this resolution be transmitted to Secretary of Education TERREL H. BELL and Chairpersons, U. S. House and Senate Appropriations and authorizing committees on this 10th day of May, 1983.



Joe Mills, President
State Director of Vocational Education
Florida

THE UNIVERSITY OF TENNESSEE, KNOXVILLE
KNOXVILLE 37908-0160
OFFICE OF THE VICE CHANCELLOR
FOR RESEARCH

400 ANDY HOLT TOWER

AREA 513
TELEPHONE 974 3466

November 2, 1983

The Honorable Robert T. Stafford
United States Senator
SD-428
Committee on Labor and Human Resources
Washington, DC 20510

Dear Senator Stafford:

I would like to express my appreciation to you and other members of the Subcommittee on Education, Arts, and Humanities for requesting testimony on circumstances surrounding the awarding of the contract for the National Center for Research in Vocational Education. I hope that the testimony I presented on behalf of The University of Tennessee will be helpful to the Committee as you begin deliberations on new vocational education legislation.

During the testimony on October 18 several procurement items were discussed which need additional clarification. These items relate to:

1. Comments made by Dr. Worthington relative to University of Tennessee overhead rates;
2. Comments made by Dr. Worthington relative to the staff presented by The University of Tennessee;
3. Comments made by Dr. Worthington relative to quality control portion of The University of Tennessee proposal;
4. Questions from Senator Metzenbaum relative to level of effort presented by the two competitors; and
5. Question from Senator Metzenbaum as to whether The University of Tennessee addressed all thirteen areas required in the Request for Proposal (RFP).

The Honorable Robert T. Stafford
November 2, 1983
Page 2

In his testimony Dr. Worthington said,

I should point out that Ohio State University submitted theirs including the 38 percent overhead. The University of Tennessee waived their overhead of 45 percent. They did not tell us what they were doing in the second, third, and fourth, and fifth year.

If their overhead of 45 percent had been included, it would have been raised there over by one and fifteen million, which would have put them higher.

And the RFP clearly says that there would be no consideration given to that kind of activity, like holding back a usual overhead rate. That was clearly pointed out in the RFP. (p. 46 of unedited testimony transcript)

The University of Tennessee did not waive a 45% indirect cost rate; rather, the indirect cost amount of \$964,118.37 was included in our total offer of \$3,106,603.61. Attached is the "Summary Budget Sheet" (Attachment 1) and the "Projected Budget, Years 2 - 5" (Attachment 2) which were included in the best and final cost offer that was submitted by The University of Tennessee to the United States Department of Education which clearly indicate that the 45% indirect costs were included in the total budget that was submitted.

The RFP indicated that after Year 1 a special overhead rate would be negotiated. As can be seen from Attachment 2, "Projected Budget Years 2 - 5," (which is based on the 45% rate) the projected budgets totaled \$20,242,399. As per RFP requirements a new rate would have been negotiated which would have lowered cost in Years 2 - 5.

Dr. Worthington also commented that,

As far as staffing, the Ohio State University was given 6.5 percent of 10 percent, while Tennessee was given 9.4 out of 10 percent. There was no comparison whatsoever. The University of Tennessee had one part of a team's staff available for it. And all the staff would have to have been recruited from outside. (p. 25 of unedited testimony transcript)

The Honorable Robert T. Stafford
November 2, 1983
Page 3

The University of Tennessee did, indeed, include staff in the National Center proposal. I have attached pages from the "Staffing" portion of the proposal. In addition, Dr. Worthington met the ten key staff listed on the "Summary of Key Staff Training and Experience" (Attachment 3) chart when he brought the Site Visit Team to the campus. These ten staff also spent two days at the United States Department of Education answering oral questions that were directed to them. In addition, seven of the key staff were employed at The University of Tennessee when the proposal was submitted and are currently employed at the University.

Dr. Worthington also said in his testimony,

And last but not least, on the criterion of quality control, the University of Tennessee proposed to have a quality control specialist, had no plan in their proposal, yet they received 4.71 by the panel. The Ohio State University had a very qualitative program which they received 4.4. (p. 25 of unedited testimony)

Dr. Worthington was mistaken on this point. There was a quality control plan in the proposal. The plan is attached (Attachment 4) and is the material used by reviewers to arrive at a higher rating for The University of Tennessee on the quality control portion of the proposal.


Senator Metzenbaum posed a question on level of effort proposed by the two institutions. Attached is a "Summary of Products/Deliverables" (Attachment 5) that were proposed by Ohio State and The University of Tennessee. The Year 1 Products/Deliverables are also listed by title on an accompanying chart (Attachment 6). You will find that Ohio State proposed 56 deliverables in Year 1; The University of Tennessee proposed 58.

Senator Metzenbaum also inquired as to whether The University of Tennessee had addressed all thirteen areas that were required in the RFP. The chart that was included in The University of Tennessee proposal (Attachment 7) summarizes how each priority area was addressed.

I hope this material will clarify some of the questions as to the statements made by Dr. Worthington and also responds to Senator Metzenbaum's questions.

Senator Stafford, I sincerely hope that better ways can be found to fund and manage vocational education research on problems of national significance. Your subcommittee's interest in seeing that this happens gives encouragement to us at The University of Tennessee. We urge action by your committee to ensure the opportunity for full participation by UT and other universities in the important area of vocational education research.

Sincerely,



Marla Peterson
Dean for Research

cc: Ronald Docksai

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ATTACHMENT 1

SUMMARY BUDGET SHEET

Functions

	1 Applied R&D	2 Leadership	3 D & U	4 IM/P&P	5 Clearinghouse	6 Evaluation	Management	Liaison	Designated Studies	TOTAL
Salaries	\$299,749.00	\$153,881.25	\$212,709.73	\$135,479.50	\$155,704.33	\$88,811.00	\$259,000.16	\$47,427.50		\$1,352,786.47
Fringe Benefits	61,604.75	21,937.07	44,985.95	29,078.10	31,076.08	18,647.70	59,266.79	11,856.88		278,422.62
Consultants	8,800.00	0.00	2,100.00	0.00	9,000.00	1,200.00	10,200.00	0.00		11,300.00
Travel	22,406.00	25,762.00	19,100.00	4,536.00	10,879.00	3,564.00	25,409.00	12,336.00		123,994.00
Postage	1,400.00	3,200.00	37,720.00	520.00	360.00	660.00	1,020.00	59.00		44,839.00
Telephone	10,296.00	7,560.00	19,803.80	5,112.00	5,652.00	3,600.00	9,504.00	720.00		62,267.80
Duplication/Printing	7,840.00	4,720.00	51,045.00	2,124.00	13,950.00	2,300.00	4,030.00	60.00		86,079.00
Supplies and Materials	3,376.00	3,020.00	20,680.00	2,796.00	1,860.00	1,080.00	3,200.00	340.00		36,352.00
Other Services	7,100.00	0.00	1,000.00	4,100.00	26,000.00	1,100.00	2,600.00	0.00	84,514.35	126,414.35
Direct Costs	\$422,571.75	\$220,880.32	\$409,144.48	\$183,747.60	\$254,481.41	\$120,906.00	\$374,239.95	\$72,799.38	\$84,514.35	\$2,142,485.24
Indirect Costs @ 4%	190,157.29	99,036.14	184,115.02	87,696.42	114,516.64	54,407.70	168,407.98	12,759.72	38,031.46	964,118.37
TOTAL	\$612,729.04	\$319,916.46	\$593,259.50	\$271,444.02	\$368,998.05	\$175,313.70	\$542,647.93	\$105,559.10	\$122,545.81	\$3,106,603.61

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ATTACHMENT 2

PROJECTED BUDGET, YEARS 2 - 5

Year 1		\$ 3,106,603.61
Year 1 budget reduction for transition costs	\$ 250,000.00	
	<u>\$3,356,603.61</u>	
Year 2		
10% cost of living increase,	\$335,660.39	\$ 3,692,264.00
Year 3		
10% cost of living increase	\$369,226.00	\$ 4,061,490.00
Year 4		
10% cost of living increase,	\$406,149.00	\$ 4,467,639.00
Year 5		
10% cost of living increase,	\$446,764.00	<u>\$ 4,914,403.00</u>
ESTIMATED, Years 1 - 5		<u><u>\$20,242,399.00</u></u>

ATTACHMENT 3

STAFFING

The National Center Management and Leadership Team

Nine outstanding individuals will form the core management and leadership staff of the National Center staff. Each has been chosen because they bring experience and expertise to the area they will lead. In this section you will find a summary table of the academic background, relevant experience, responsibilities within the Center, and the percentage of time committed to the contract (100% in all cases).

All of these individuals have agreed to join the National Center staff when the contract is awarded. Following the summary table is a letter of commitment from the proposed Executive Director for the National Center.

An examination of the summary table will reveal that the six individuals who will constitute the Management Team (the Executive Director, the four Division Directors, and the Coordinator of Administrative Services) have received their terminal degrees from six different institutions - Texas A & M University, University of Illinois, North Carolina State University, University of Tennessee, and East Tennessee State University.

IV-1

SUMMARY OF KLY STAFF TRAINING AND EXPERIENCE

Name/Area of Responsibility	Preparation/Experience	Area of Responsibility																											Total % of Time					
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27						
Dr. Ronald B. Coge Executive Director					•	•		•	•	•	•	•	•	•																			100	
Dr. Janet Trenchel Dir., Applied R & D Div.		•		•			•	•	•	•	•																						100	
Dr. Sheila McCullough Prof. Teach., Inp. Stud.		•			•					•	•																						100	
Dr. John Peters Dir., Field Services Div.		•							•	•	•																						100	
Dr. William Aiken Prof. Teach., Nat'l Acad.								•																									100	
Dr. Walter Cameron Dir., Eval. & Policy Div.		•			•						•																						100	
Dr. Linda Alvar Prof. Teach., Eval. & Plan.									•																								100	
Dr. John Peterson Dir., Infor. Resources Div.								•	•			•	•																				100	
Dr. William Chisard Prof. Teach., Infor. Analysis				•																														100
Roy Lean Coord., Adm. Services																															•		100	

1-7-73

ATTACHMENT 3, Continued



ATTACHMENT 3, Continued

In addition, these six represent a good mix of state department and university experience. The Executive Director and Director of the Field Services Division have extensive administrative experience in two state departments: Illinois and Tennessee. Four have concentrated their experience in university teaching, research, and administration at North Carolina State University, University of Illinois, Ohio State University, and University of Tennessee. Four have worked in corporate and industry settings and the Executive Director is a Lieutenant Colonel in the Army Reserve.

In addition to the nine key staff who will lead this National Center, there will be other staff who will be named after the contract is awarded. We have named all key personnel who, according to the RFP are the Director, key administrative, supervisory, and substantive staff. We prefer the Division Directors and program leaders to have major input into their staff team selections. Descriptions for all these positions are included in this volume. The cost proposal will reflect salaries for eleven months for these individuals. It is our recommendation that funds normally used for the additional month of salary be used for phase out costs to assure that the incumbent has adequate transition time.

It should be pointed out that the Division Directors will manage the efforts of the entire Division and, in

ATTACHMENT 3, Continued

addition, will direct one program area in their division. Each division has two program areas as indicated on the table which follows. A program leader has been designated for each division to lead the second program area. In most cases the additional staff that will be hired will be at the Master's or Bachelor's Degree levels. This is a deliberate approach to differentiated staffing of the National Center. A well-balanced research organization should hire Ph.D. level personnel who are capable of managing several thrusts within a program area and then be supported by a cost effective team of technical personnel and graduate research associates. We believe that the National Center should provide opportunities for leadership development for graduate students through graduate research assistantship. Our staffing pattern has taken this into consideration.

The cost proposal will reflect that the National Center will have a staff that is differentiated as follows:

	<u>Doctoral</u>	<u>Masters</u>	<u>Bachelors</u>	<u>Other</u>	<u>Total</u>
Professional	9	17	6	-	32
Grad. Research					
Assistants	15	7	-	-	22
Clerical	-	-	-	16.5	16.5

ATTACHMENT 4

Division Director level.

The IQC approach allows for function integration to take place, helps with quality control, and provides professional development opportunities to co-author papers and reports with individuals inside and external to the Center. See the Integrated Quality Control Organization Model Schematic to see how a line and staff organizational structure can operate in an IQC fashion.

Quality Control and Staff Development

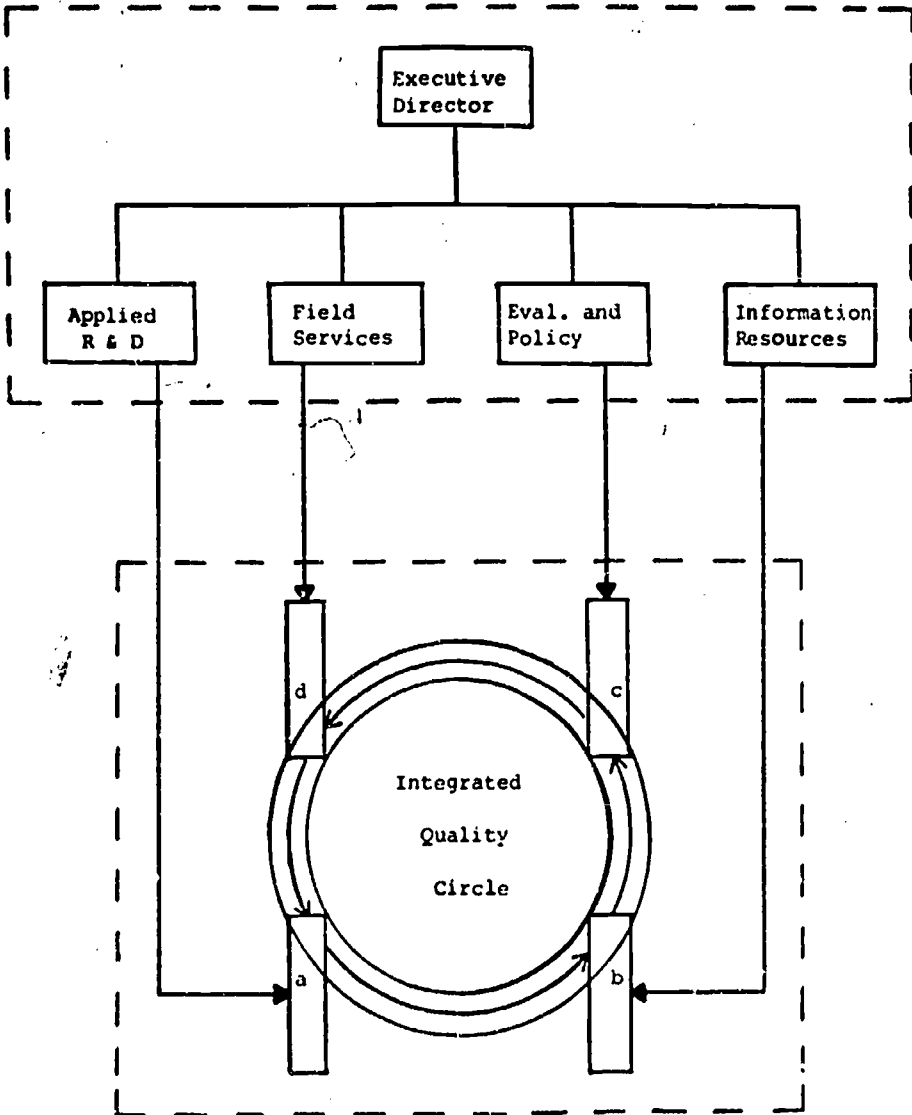
A Quality Control Coordinator will look for all places where Integrated Quality Circles should be formed and will relay these to the division Directors. This will be accomplished by examining the Base Line Management Schedules to determine where interface points occur among functions. Function integration has been a theme that has been espoused throughout this proposal.

Earlier it was stated that if function integration is to occur, it must be planned for. One of the roles of the Quality Control Coordinator will be to see that function interfacing occurs. Instead of having the Quality Control Coordinator only establish methods which impose quality control after a product is well into the development stage, the Quality Control Coordinator will look³ for IQCs that should take place to assure quality input from the beginning.

ATTACHMENT 4, Continued

INTEGRATED QUALITY CIRCLE (IQC) MANAGEMENT MODEL

(Example of One IQC)



- a. Research Associate assigned to "At Home In The Office" sub task in Applied R & D Division. . .
- b. Moves to Information Resources Division for segment of time to co-author state-of-art paper, "Is This Really the Office?". . .
- c. Moves to Evaluation and Policy Division for segment of time to study supply and demand of communications workers efforts. . .
- d. Moves to Field Services Division for segment of time to help design National Academy workshop, "At Home In The Office". . .
- e. And comes back to "home" division . . .

ATTACHMENT 4, Continued

However, tried and true methods of external and internal peer review of products will be completed. For the most part, our concept of quality control is to make it an integral part of the day-to-day way in which the organization will be operated. The function integration through the IQCs will cause staff to be critics in a collegial way and in the true spirit of research.

The Quality Control Coordinator will also be in charge of staff development. After all, good staff development should lead to personal growth that results in benefits to the organization. Here are some of the techniques that will be employed.

1. All professional staff will attend a one-week seminar on how to write effectively. This will be held during the second month of the contract.
2. All clerical staff will attend a two-day seminar on "form and style" of the National Center.
3. Professional staff across the functions will be given opportunities to co-author state-of-the-art papers that relate to their field.
4. Professional staff will be encouraged to be active in professional associations related to their field and to their work at the National Center.
5. Key consultants brought to the National Center will be invited to present lectures and seminars for staff on the area in which they are consulting.

Attachment 4, Continued

6. National Center staff will be invited to attend "dress rehearsals" of National Academy workshops; for example, all National center staff will be invited to participate in the Academy workshop, A New Chip on the Block: Computer Literacy for Vocational Educators.
7. Mechanisms will be used to obtain staff input for staff development activities so that individual needs can be met.

Organizational Structure of the National Center
and Within the University of Tennessee

The National Center for Research in Vocational Education administrative organizational structure is shown on the following page. This is the base organizational structure that feeds into the Integrated Quality Circle approach. Four division directors will report directly to the Executive Director and, along with the Coordinator of Administrative Services, will form the Management Team. Each division will have a program leader who will lead a program of activities. Each Division Director will also lead a specific program area in addition to overseeing the work of the entire division.

The Coordinator of Administrative Services will manage the fiscal, equipment and facilities, editorial, and quality control areas and will assure that the

ATTACHMENT 5

SUMMARY OF PRODUCTS/DELIVERABLES¹

<u>Function</u>	<u>UTK</u>	<u>OSU</u>
Applied R&D	8	6
Leadership	3	1
D & U	28	32
Information for Planning & Policy	3	3
Clearinghouse	12	12
Evaluation	4	2
TOTAL	<u>58</u>	<u>56</u>

¹This does not include routine management reports which both proposers were required to deliver.

ATTACHMENT 6

Year 1 Products/Deliverables

TENNESSEE			OHIO		
Deliverable Title	Mo. Due	# of Copies	Deliverable Titles	Mo. Due	# of Copies
<u>Applied Research & Development</u>					
1. Representing Vocational Education on Economic Development Teams	12	70/6	1. Assisting Displaced Workers: Resources and Practices	12	6
2. Telling the Vocational Education Story in Economic Development Promotion Materials	12	70/6	2. Alternate Pathways for Basic Basic Skills Development	12	6
3. The Home Entrepreneur	12	70/6	3. Linkage to Vocational Education Related Service Deliverers	12	6
4. On-Line Lines	12	70/6	4. Responding to Defense Firm Training Needs	12	6
5. Description of Task Analysis Process	12	10/6	5. Training Implications of Job Redesign and Work Improvement	12	6
6. Description of Database Capability	12	10/6	6. Strategy for Technological Update of Vocational/Technical Teachers	12	6
7. Computer Printouts of Four Task Analyses	12	10/6			
8. Manual for Conducting Task Analyses for Input into the COHTASK Database	12	15/6			
<u>Leadership</u>					
1. Untitled (Report/Product of Advanced Studies Center Participants - 1 per Participant)	Vary	4/1	1. Annual Report of the National Academy for Vocational Educators	12	6
2. National Academy Section of Annual Report (Inservice)	12	10/6			
3. National Academy Section of Annual Report (In Residence)	12	10/6			

ATTACHMENT 6, Continued

TENNESSEE			OHIO		
Deliverable Title	Mo. Due	# of Copies	Deliverable Titles	Mo. Due	# of Copies
<u>Dissemination and Utilization</u>					
1. MESSAGES in Vocational Education (12 issues)	Each Mo.	50000/6	1. Memo (2 issues)	5 & 10	/6
2. The Dissemination and Utilization System Products Database: A Feasibility Study	11	15/6	2. Vocational Educator (2 issues)	6 & 9	/6
3. Word Processing: A Special Package of Materials	10	150/6	3. Selected Exemplary Products (12)	6	/6
4. Biotechnology and Vocational Education: A Special Package of Materials	10	150/6	4. Resource Guide (2)	11	/6
5. Selected Products in Vocational Education Brochure(s) (12)	12	150/5	5. High Technology Information Report	12	/6
6. A Report on the Distribution, Utilization, and Impact of Vocational Education R & D Information Products	12	15/6	6. System Design for Evaluating Vocational Education R & D	12	/6
<u>Information for Planning and Policy Development</u>					
1. Human Resources Supply and Demand in High Technology Areas	12	70/6	7. Theme Brochures (10)	10	/6
2. An Analysis of Communication and Office Workers Produced and Needed Annually for the Next Ten Years	10	70/6	8. Summary of Dissemination Outcomes	11	/6
3. National Vocational Education Survey Instrument	6	20/6	9. Proceedings of the Sixth Nationwide Vocational Education Dissemination Conference	12	/6
			1. Transition Patterns Between Education and Work	12	/6
			2. Transcript Collection of New Youth Cohort	12	/6
			3. Future Implication for Vocational Education	12	/6

ATTACHMENT 6, Continued

TENNESSEE			OHIO		
Deliverable Title	Mo. Due	# of Copies	Deliverable Titles	Mo. Due	# of Copies
<u>Clearinghouse</u>					
1. Training Factors Needed by Companies Choosing to Locate or Relocate in a Community	10	85/6	1. Dissemination and Utilization Product Data Base Feasibility Study	12	/6
2. Vocational Education and the Promotion of Economic Development	10	85/6	2-9 State-of-the-Art Papers	12	/6
3. Computer Literacy for Vocational Educators	10	85/6	11. Summary of State Administered Program Improvement Projects in FY 1983	12	/6
4. Robots Among Us	11	85/6	12. Projects in Progress-FY 1982	5	/6
5. Biotechnology and Its Implications for Vocational and Technical Education	12	85/6			
6. Is This Really the Office?	12	85/6			
7. Out of Work at Mid-Career	12	85/6			
8. Black, Male, Young, and Out of Work	11	85/6			
9. Physics, Chemistry, and Mathematics in High Technology Occupations	10	85/6			
10. The Off-Farm Rural Entrepreneur	11	85/6			
11. Projects in Progress-FY'83: A Report of the Coordinating Committee on Research in Vocational Education	12	150/100			
12. Vocational Education Program Improvement: A Summary of State-Administered Projects in FY '83					

ATTACHMENT 6, Continued

TENNESSEE			OHIO		
Deliverable Title	No. Due	# of Copies	Deliverable Titles	No. Due	# of Copies
<u>Evaluation</u>					
1. Proactive Job Evaluation for Changing Times	12	70/6	1. Time-on-Task in Secondary and Post-Secondary Vocational Education Classes	12	/6
2. First VISIT Team Report	8	10/6	2. Involving Business, Industry, and Labor in Evaluating and Planning Vocational Education	12	/6
3. Second VISIT Team Report	10	10/6			
4. Third VISIT Team Report	12	10/6			

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31-254 O - 84 - 25

ECONOMIC DEVELOPMENT MODEL

ECONOMIC DEVELOPMENT IS . . .

RFP Focus¹

Supported by Year 1 Products and Services¹

all the elements

economic development (1)
economic recovery (4)
improve productivity (2)

Applied R & D

Company's Coming Product Series: Representing Voc. Ed. on Economic Development Teams (1,4)

Company's Coming Product Series: Telling the Voc. Ed. Story in Economic Development Promotion Materials (1,4)

At Home in the Office Series: The Home Entrepreneur (1,2,4)

At Home in the Office Series: On-Line Lines (1,2,4)

Leadership

Green Machine: Voc. Tech. & Bio. Tech. Workshops (4,2)

New Chip on the Block: Computer Literacy for Vocational Educators Workshops (2)

Company's Coming Workshop: Helping Attract New Industry Through Vocational Education (1,4)

Robotour: A Trip to the National Robotics Institute (1,2)

Clearinghouse

State of Art Paper--Vocational Education and the Promotion of Economic Development (1,4)

State of Art Paper--Training Factors Desired by Companies Choosing to Locate or Relocate (2,4)

11-8

¹Note: Each item in 2nd and 3rd column is labeled and numbered to correspond with the focus items appearing on pp. 2 and 3 of Attachment C of the RFP.

ATTACHMENT 7

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DESI WORK AVAILABLE

ECONOMIC DEVELOPMENT MODEL, Continued

ECONOMIC DEVELOPMENT IS ALL
THE ELEMENTS. . .

where vocational education
can play a role in

RFP Focus

training for high technology
occupations (5)
meeting needs of business,
industry, and military (6)
decreasing youth unemployment (7)
assisting displaced workers (8)
helping rural populations (12)
improving skills and occupation
training needs of adults and
out of school youth (13)

Supported by Year 1 Products and Services

Applied R & D

COMTASK: Computerized Task Inventory of High
Technology Occupations (5,13)

At Home in the Office Series: The Home
Entrepreneur (5,6,8,12)

At Home in the Office Series: On-Line Lines
(5,6,8,12)

Leadership

Green Machine: Voc. Tech. & Bio. Tech.
Workshops (5)

New Chip on the Block: Computer Literacy for
Vocational Educators Workshops (5)

Robotour: A Trip to the National Robotics
Institute (5,11)

D & U

Special Packages in Biotechnology and Word
Processing (5)

Information for Planning and Policy Development

Scientific Human Resource Projections and Their
Relationship to Vocational Education (6)

An Analysis of Communications and Office Workers
Needed in the Next Ten Years (6)

National Assessment of Teacher Education (5,6)

11-9

ATTACHMENT 7, Continued

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ORIGINAL COPY AVAILABLE

ECONOMIC DEVELOPMENT MODEL, Continued

ECONOMIC DEVELOPMENT IS ALL
THE ELEMENTS. . .

where vocational education
can play a role in

RFP Focus
training for high technology
occupations (5)
meeting needs of business,
industry, and military (6)
decreasing youth unemployment (7).
assisting displaced workers (8)
helping rural populations (12)
improving skills and occupation
training needs of adults and
out of school youth (13)

Supported by Year 1 Products and Services

Clearinghouse

State of Art Paper--Training Factors Desired
by Companies Choosing to Locate or Relocate (5)

State of Art Paper--Computer Literacy for
Vocational Educators (5)

State of Art Paper--Robots Among Us (5)

State of Art Paper--Biotechnology and Its
Implications for Vocational Education (5,12)

State of Art Paper--Is This Really the Office? (5)

State of Art Paper--Out of Work at Mid-Career (8)

State of Art Paper--Black, Male, Young, and Out
of Work (7,13)

State of Art Paper--Physics, Chemistry, and
Mathematics in High Technology Occupations (13)

State of Art Paper: The Off-Farm Rural
Entrepreneur (13)

Military Curriculum Database (6)

Evaluation

Proactive Job Evaluation for Changing Times
(Project): Using the COMTASK Database (5)

11-10

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ATTACHMENT 7, Continued

383

ECONOMIC DEVELOPMENT MODEL, Continued

ECONOMIC DEVELOPMENT IS ALL
THE ELEMENTS WHERE VOCATIONAL
EDUCATION CAN PLAY A ROLE IN. . .

and which lead to the continued
creation of socially useful
products and services.

RFP Focus

through training and re-
training of adult workers (9)

through involving business
and industry (10)

through the development of new
enterprises by promoting entre-
preneurship activities (3)

through keeping current with
latest technological and
occupational skill require-
ments (11)

Supported by Year 1 Products and Services

Applied R & D

Company's Coming Product Series: Representing
Voc. Ed. on Economic Development Teams (10)

Company's Coming Products Series: Telling the
Voc. Ed. Story in Economic Development
Promotion Materials (10)

At Home in the Office Series: The Home
Entrepreneur (3,9,10,11)

At Home in the Office Series: On-Line Lines
(3,9,10,11)

Leadership

Green Machine: Voc. Tech. & Bio. Tech. Work-
shops (11)

New Chip on the Block: Computer Literacy for
Vocational Educators Workshop (11)

Robotour: A Trip to the National Robotics
Institute (11)

B & U

Selected Products With High Technology Emphasis (11)

Biotechnology and Word Processing Special
Packages (11)

Leadership in Dissemination System (LIDS) (11)

11-11

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38J

ECONOMIC DEVELOPMENT (REL), Continued

ECONOMIC DEVELOPMENT IS ALL
THE ELEMENTS WHERE VOCATIONAL
EDUCATION CAN PLAY A ROLE IN.

and, which lead to the continued
creation of socially useful
products and services.

RFP Focus

through training and re-
training of adult workers (9)

through involving business
and industry (10)

through the development of new
enterprises by promoting entre-
preneurship activities (3)

through keeping current with
latest technological and
occupational skill require-
ments (11)

Supported by Year 1 Products and Services

Information for Planning and Policy Development

Scientific Manpower Projections and Their
Relationship to Vocational Education (11).

An Analysis of Communications and Office
Workers Needed in the Next Ten Years (11)

National Assessment of Teacher Education (11)

Clearinghouse

State of Art Paper--Training Factors Desired
by Companies Choosing to Locate or Relocate
(10,11)

State of Art Paper--Vocational Education and
the Promotion of Economic Development (10,11)

State of Art Paper--Computer Literacy for
Vocational Educators (11)

State of Art Paper--Robots Among Us (11)

State of Art Paper--Biotechnology and Its
Implications for Vocational Education (11)

State of Art Paper--Is This Really the Office? (11)

State of Art Paper--The Off-Farm Rural Entre-
preneur (3)

Evaluation

Proactive Job Evaluation for Changing Times
(Project): Using the COMTASK Database (11)

11-12

385

DAVE DURENBERGER
MINNESOTA

United States Senate
WASHINGTON, D.C. 20510

COMMITTEE ON FINANCE
COMMITTEE ON
GOVERNMENTAL AFFAIRS
SELECT COMMITTEE
ON INTELLIGENCE
COMMITTEE ON ENVIRONMENT
AND PUBLIC WORKS
SELECT COMMITTEE ON
ETHICS

October 13, 1983

The Honorable Robert Stafford
Committee on Human Resources
Subcommittee on Education, Arts,
and Humanities
309 Dirksen
Washington, D.C. 20510

Dear Bob:

I am enclosing a letter from Mr. Gordon Swanson that I would like you to submit for the hearing record regarding vocational education research on October 18th.

I appreciate your consideration of this matter.

Sincerely,

Dave Durenberger
United States Senator

DD:snd



UNIVERSITY OF MINNESOTA
TWIN CITIES

College of Education

Department of Vocational and Technical Education
Vocational and Technical Education Building
1904 Buford Avenue
St. Paul, Minnesota 55108

October 4, 1983

Senator David Durenberger
375 Russell Senate Office Building
Washington, D. C. 20510

Dear Senator Durenberger:

The purpose of this letter involves an enclosed copy of a letter from me to Dr. Robert Worthington, Assistant Secretary of Education, dated March 23, 1983. The purpose of the letter is to request that you give it to Senator Stafford for inclusion into the record of a hearing which he will chair on October 18 involving his Subcommittee of the Senate Human Resources Committee dealing with vocational education research. On that date the Subcommittee will review, I am told, the record of the award of a major research and development contract in vocational education. The following paragraphs will elaborate some of the details as I understand them.

About a year ago, the Secretary of Education was engaged in a process of determining an awardee among the respondents to a Request For Proposal (RFP) for the awarding of a major five-year contract for research in vocational and technical education. The respondents to the RFP were the Ohio State University and the University of Tennessee. The process for making the determination began with a review process that involved individuals who were solely internal to the government. With congressional intervention (I believe your office was involved as an intervener) the Department was encouraged to use a system of review that included external evaluators. I was included on a small team of five external individuals for reviewing the proposals of the two universities and subsequently making recommendations to the Secretary.

Shortly after I had completed this task, I became aware of still another review of the Ohio State Center completed by a private contracting firm called Technassociates. I had not seen the Technassociates Report until it was sent to me by Assistant Secretary Worthington on March 17 requesting my comments on the work of the contractors. I responded on March 23 with the enclosed letter which speaks for itself.

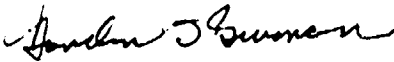
It is my understanding that a representative of Technassociates has been invited to give testimony at the October 18 hearing. It is my further understanding that there are still elements of an internecine war taking place regarding the award of the contract. It should be

Senator David Durenberger
October 4, 1983
Page 2

clearly understood that neither I nor others whom I know in Minnesota have any interest in whether such a contract is awarded to one applicant or another apart from the fact that the work of such a Center should be of appropriate focus, of acceptable quality, of important use throughout the country (rather than of self-serving provincial interests) and adequately supported. In this case the choice was an easy one; the Ohio State University was far ahead on all counts.

If you or any of your staff members have any questions concerning any of the above, I can be reached at area code 612.373-5183.

Sincerely,



Gordon I. Swanson
Professor & Director of
Graduate Studies

GIS:ks

Enclosure

UNIVERSITY OF MINNESOTA

12500

Department of Vocational and Technical Education
 Vocational and Technical Education Building
 1454 Buford Avenue
 St. Paul, Minnesota 55108

March 23, 1983

Dr. Robert Worthington, Assistant
 Secretary
 Office of the Assistant Secretary for
 Vocational and Adult Education
 U. S. Department of Education
 400 Maryland Avenue, S. E.
 Washington, D. C. 20202

Dear Dr. Worthington:

This is a response to your March 17 letter regarding the NCRVE
 evaluation conducted by Technassociates dated October 15, 1982.
 My comments will be given under the following headings:

Terms of Reference
 Evaluation Approach and Standards
 Status of the Report
 Methodology
 Findings
 Recommendations
 General Analysis of the Report
 Concluding Comments

Terms of Reference

I have searched the report carefully to find the terms-of-reference
 for the evaluation, but none are given. In the absence of some way
 of knowing what the contractor was employed to do, it is not possible
 to know whether it has been done or how well. All reports of careful
 evaluations should include the terms-of-reference. In this one they
 are not merely omitted; they are not even mentioned. What did Techn-
 associates contract to do?

Evaluation Approach and Standards

Evaluation approaches include discrepancy analysis, contingency anal-
 ysis, and many others. Here, again, the approach is unspecified while
 it seems clear that such reliance is upon discrepancy approaches, e.g.
 the discrepancy between achieved standards and acceptable standards.
 The evidence of this is in the evaluation instrument which has ex-
 haustive lists of target audiences which are, at least by implication,
 regarded as testable targets. Even here, however, there is no indi-
 cation of whether the so-called "deliverable" should be delivered
 directly or indirectly and with what frequency or intensity.

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Dr. Robert Worthington
 March 25, 1983
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The point here is that the standards for valuing any evaluation should be clear and unequivocal. The use of a panel of evaluators does not diminish this requirement, it accentuates it. It is important to have a basis for consistency among panel judgments even though judgments may vary. In this report there is no mention of attention to this important feature of evaluation. One can only assume that it was regarded as not worth mentioning.

Status of the Report

In the report the contractor stressed the use of a panel of evaluators in implementing the conduct of the evaluation. No indication is given, however, of whether the findings and recommendations represent a majority view, a consensus, or whether any attention was given to these matters. There is no indication that the panel "signed off" on the report or were given an opportunity for minority views or extended remarks.

There was, however, disagreement on important areas of the findings. The disagreement was between the panelists with "non-research" backgrounds (70% of the panelists) and those with research backgrounds (30% of the panelists), p. 29. Here I can only commend the contractor for being so straightforward in revealing the violation of the criterion (number 4) for selecting panelists. It is incongruous, I should add, for the majority of the panel chosen to evaluate research products to be those with non-research backgrounds.

It is equally incongruous, or more so, that the contractor included an evaluation data instrument with the report but gave no summaries of data collected or assembled. Careful scholarship demands that the inquirer allow the data, where possible, to speak for itself. Instead, this report appears to rely excessively on impressionistic anecdotes. For this, the contractor deserves no commendation.

In the preface to the report, the contractor claims that this is "the first evaluation of NCRVE's written deliverables to be supervised by an agency without a direct interest in the outcome." It should be added that it may also be the first in which the contractor had no interest, direct or indirect, in the tenets of inquiry.

Methodology

My comments on methodology will be of four types, and I will enumerate them as follows:

- 1) The contractor makes no mention of the constraints imposed by the context in which the Center attempts to conduct its work. While the contractor mentions the statutory authority for a national center and

Dr. Robert Worthington

March 25, 1983

Page 3

Also the statement of work in the RFP, there is no mention whatever of the constraints which are imposed on the collection of data or the constraints imposed by the disjunctures in the work cycle vis-à-vis the budget cycle. It is well known, for example, that the current contract was delayed at its inception while awaiting the naming of an advisory committee which took almost six months. A third constraint is the advisory committee itself which operates as a constraint as well as an asset to the flow of work.

- 2) The contractor makes no mention of the inadequacy of looking solely at documented deliverables. This is dismissed by saying that the budget did not permit a more extensive view of the Center, and it carried the implicit, but untested, assumption that it is possible to make recommendations about the whole by looking only at a few of the parts.
- 3) The contractor mentions the extent of previous evaluations but does not consider the extent to which on-site reviews can become oppressive in destroying the climate of inquiry. I will make a further comment on this later.
- 4) The most glaring defect in methodology involves the compromises found acceptable to the contractor. The first involved the sampling procedures of the deliverables wherein the contractor examined a very small proportion of the total number produced during the contract period and then drew conclusions, for example, about target audiences which may not have been included in the sampled items and, worse, not considered in a sample stratification. Yet another compromise was in allowing panelists to choose deliverables on the basis of their self-interest in specific titles for examination and review. These compromises are explained by a shortage of time and money, a very unsatisfactory way of dealing with errors of estimate or the obvious biases of inquiry.

Findings

In this section I regard it as of little consequence whether I agree or disagree with the merit of the findings. The important consideration is whether the findings are a logical consequence of the evaluation process. I have already made observations about the findings involving target audiences. The question of compliance, a dichotomous choice, hardly needs elaboration. The two findings which deserve some comment are "management" and the "contributions to knowledge".

Dr. Robert Worthington
 March 25, 1987
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It requires an enormous leap of faith or presumption to draw any conclusions about the management of this center by looking at a small sample of the documented deliverables. I regard the findings about management, therefore, as inappropriate. I've already commented on the question of "contributions to knowledge" in saying that there was considerable controversy among the panelists and observing that it was a minority view of panelists that seem to prevail in the reported findings. This leaves only two remaining--the finding on "utility" and the one on the nature of "program improvement". I suspect that both of these findings could have been offered without doing the evaluation.

Recommendations

Here again, I don't think it appropriate for me to comment on whether I agree or disagree with the recommendations; my only observation is with respect to their merits as evaluation outcomes. I believe that most of the recommendations involve generalities which could emerge from examining any type of research center in the country. There are two recommendations that are an exception to this. One involves the alleged incestuousness that is described for the SCRVE-OVAL relationship and the need to allocate a share of blame to the Bureau. I find this recommendation both offensive and inappropriate. Except for the impressionistic anecdotes which clutter the report, I find nothing in the evaluation to support it. Likewise, with the recommendation to move from "in-house" research to brokering, I find it to be largely a preferential question in search of evidence not found on the report.

General Analysis of the Report

It seems clear to me that the report carries little assurance that it was guided by careful terms-of-reference, rigorous tenets of inquiry and enough evidence to warrant the conclusions. The conclusions are conspicuously impressionistic and thus burdened with the risk of superficiality. In engaging in careless scholarship, the contractor has become vulnerable to being shot with his own arrows. While the same or similar conclusions might have been reached with careful scholarship, there is no assurance that this is true, but it would be worth the try.

Concluding Comments

I find it almost abhorrent that this entire exercise has been conducted without any consideration of the concept of adequacy. Of the approximately \$27 million expended in the current contract, a little more than half of it was invested in the so-called documented "deliverables". The total sum invested over the five-year period (approximately \$14 million) is somewhat less than the average annual budget

Dr. Robert Northington
 March 25, 1985
 Page 7

for a single agricultural experiment station. And there are 68 experimental stations in the United States! One wonders why there is so much anxiety over a pittance invested in Vocational Education research when the concept of adequacy, as in agricultural research, is more germane.

To provide even more clutter to the issue of adequacy, NCRVE has now been visited by 1070 person-days of evaluation and review--770 on-site and an additional 300 in the current evaluation. By rough estimation I calculate this as a cost to the government of close to a half a million dollars. In terms of frustration, apprehension, loss of productive work time, and realignment of program focus, it has probably cost ten multiples of this amount. By avoiding the concept of adequacy, and by ignoring these transparent facts, the contractor's evaluation report helps to highlight the extent to which the public interest can be thwarted rather than served.

It is a curious anomaly to observe an evaluator's apologetic comments about the inadequacy of funds to do a careful job and to see the concept of adequacy ignored while evaluating a fraction of the Center's scope of work. In short, all of the findings and recommendations of this evaluation report are probably more related to the inadequacy of the investment and to the atmosphere of harassment than to impropriety or any alleged ineffectiveness of Center performance.

I believe that much can be done to improve the contributions of inquiry to vocational education and much can be done to improve the role of the Center in this regard. I believe that NCRVE has some conspicuous weaknesses and some conspicuous strengths. It is not the purpose of these comments to offer such views. Nor should they be given outside of the context of the overarching purposes of inquiry in the field of vocational education, a focus which was missing in the contractor's evaluation report. The main thrust of these comments is that the contractor's evaluation report does almost nothing to enhance the leadership expectations which the public deserves from the Department of Education, the National Center nor from the stature of inquiry in the field of vocational education as shown by evaluations. The public deserves more.

Finally, I would like to say that I occasionally teach a course on vocational education evaluation, and I am in constant search of good and bad examples of evaluations. I would be most grateful if you would give me permission to use a copy of the current one in my classes as an example of the latter.

Sincerely,

Gordon E. Swanson
 Gordon E. Swanson
 Professor, Director of
 Graduate Studies

GES:ks

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THOMAS S. FOLEY
7th DISTRICT, WASHINGTON

MAJORITY WHIP

VICE CHAIRMAN
COMMITTEE ON AGRICULTURE
CHAIRMAN SUBCOMMITTEE
ON WHEAT, SOYBEANS AND
FEEDGRAINS

Congress of the United States
House of Representatives

Washington, D.C. 20515

June 24, 1983

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11 W. MAIN
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AREA CODE 509 825-6111

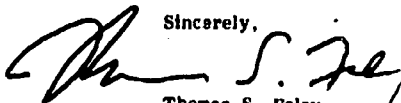
My dear Mr. Chairman:

In light of your Subcommittee's consideration of the Vocational Education Act of 1963, I want to share with you the enclosed position papers given to me by the Washington State Advisory Council on Vocational Education.

I would very much appreciate your making this information available to the members of your Subcommittee and would further request, if it is still open, this material be made a part of the hearing record.

With warm regards.

Sincerely,



Thomas S. Foley
Member of Congress

The Honorable Robert T. Stafford, Chairman
Subcommittee on Education, Arts, and Humanities
Committee on Labor and Human Resources
United States Senate
SD 420 Senate Office Building
Washington, D.C. 20510

TSP:sma
enclosure

STATEMENT OF THE WASHINGTON STATE ADVISORY COUNCIL ON VOCATIONAL
EDUCATION ON FEDERAL LEGISLATION AFFECTING VOCATIONAL-TECHNICAL EDUCATION

The Washington State Advisory Council on Vocational Education (WSACVE) supports the development and implementation of an efficient, coordinated approach to occupational training in Washington and the nation. WSACVE urges, furthermore, that any federal legislation and national policies formulated to re-structure the funding, administration, and delivery of vocational-technical education services (a) take into account and give deference to the quality and diversity of services currently available to all Washingtonians, and (b) provide incentives for each state to undertake adequately-funded, appropriately-planned and administered, minimally-disruptive transitions to achieve efficiency and coordination in providing occupational training opportunities for all its population.

WSACVE urges that such an undertaking provide sufficient flexibility for each state to address national, state and local work force needs within the context of the political, social, economic, educational and cultural heritage of each state, while ensuring access and equity for all its populations.

Furthermore, WSACVE encourages each state to retain and moreover solicit the active, full-fledged advice and counsel of all its citizens and residents in the planning and evaluation of occupational training services. WSACVE also supports initiatives at the federal level to develop a national employment and training policy, embodying coordination with the employment and training policies of the states. WSACVE urges that the formulation of federal policy be fully representative of the departments of labor and education, as well as of business, industry, commerce, agriculture, labor and state and local citizenries.

WSACVE recognizes that the advances in technology are proceeding at a rapid rate and that current technological advancements render inadequate and out-of-date the current level of skills held by a large number of America's work force. Unless substantial, forthright public action is taken to foster the continued development of the nation's vocational-technical education delivery systems to provide for the training and retraining of the nation's work force, national policy objectives to achieve economic revitalization and growth, sustained re-industrialization, and a strong national defense posture will be stunted, if not eroded.

The nation's growing need for an appropriate and adequately trained work force to facilitate the implementation of national economic and defense objectives requires national direction, coordination, and support. National work force needs for national policy objectives cannot be addressed sufficiently by the vocational-technical education delivery systems of each of the states separately, regardless of their current capacities and strengths--which in many instances are substantial. The attainment of national policy objectives requires an active and sustained federal presence in education. During the 1980s and 1990s, that federal presence may be more important than at any other time in the nation's history.

WSACVE urges that funding for vocational-technical education at the national, state and local levels be retained as categorical funding and not be channeled through block grants and general education appropriations. The demands upon the states' vocational-technical education delivery systems to address technological advancement and otherwise provide the nation with an appropriately and adequately trained work force requires that funding be targeted and sustained.



W. S. FOLEY
Congressman

WASHINGTON STATE
ADVISORY COUNCIL ON
VOCATIONAL EDUCATION

WASHINGTON STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

1201 LONGWORTH BUILDING, WASHINGTON, D. C. 20515

March 11, 1982

The Honorable Thomas S. Foley
U. S. House of Representatives
1201 Longworth Building
Washington, D. C. 20515

Dear Congressman Foley:

Although the expiration date of the Federal Vocational Education Act (P. L. 94-482) has been extended to September 30, 1984, hearings on reauthorization are continuing and several proposed bills have been drafted. The State Advisory Councils on Vocational Education, created by Congress in 1968 to provide citizen input to vocational education policy, planning and evaluation, have prepared the enclosed position paper as a reflection of local opinions on changes needed in the new or proposed Federal legislation. State Councils have agreed on the following summarized recommendations.

- The Federal role of vocational education and training should be to provide resources to the states towards resolution of national priorities through a coordinated state vocational education system.
- There should exist at the Federal level an education entity to provide national leadership for vocational education. The Federal entity should assist states through a sole state education system.
- In accordance with required state planning mechanisms, Federal funding for vocational education should flow through the state's sole education agency to the local level.
- These Federal dollars should be provided to fund those activities which are universally beneficial and/or directly related to national priorities.

Foley
3/11/82
Page 2

Federal funding should be provided

- 1) In support of the involvement and participation of business, industry, labor, agriculture, and the general public on advisory councils at the federal and state levels, assuring their continued operation and fiscal autonomy.
- 2) for the continuation of program improvement
- 3) to expand the capacity of the population's work force by improving and increasing the development of the collective states vocational education and training programs
- 4) as incentives to ensure access for all populations
- 5) for vocational student organizations.

These recommendations will be even more meaningful after you have read the entire paper. Vocational education plays a key role in the nation's economy. Federal support, while small relative to state and local effort, is vital to addressing national priorities such as re-industrialization, improved productivity, and defense. We will be glad to help you obtain whatever information and data you need to be fully informed on this important federal legislation.

Sincerely,

Fred Schueman
FRED SCHUEMAN
Chairman
Washington SACVE

FS/pkj
Enc.

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OFFICE OF THE PRESIDENT

October 24, 1983

Senator Robert T. Stafford, Chairman
 Subcommittee on Education, Arts
 and Humanities

SB 428

Dirksen Senate Office Building
 Washington, D.C. 20510

Dear Mr. Chairman:

I am writing to advise you and the members of your committee of the Florida Senate's deep and vital interest in, and concerns relating to, the reauthorization of the Vocational Education Act.

We, in the Florida Senate, feel that it is of tantamount importance that the reauthorized act address the following critical issues:

1. Definition and Clarification of the Relationship Between the Federal and State Government in Providing Vocational Education - Although state funding for vocational education greatly exceeds federal funding in Florida, as well, as in most other states, the highly restrictive and prescriptive nature of federal law and regulation has resulted in federal policies and priorities dictating and superseding state policies and priorities.

In states whose legislatures have not actively embraced the opportunity to guide and shape the form and direction of their vocational programs, this level of federal intervention might be warranted. The Florida Legislature, however, has been actively involved, as the state's chief policy-making body, in defining critical vocational needs and priorities. Legislation has been enacted to establish a comprehensive vocational education system at all levels of public education, to assure access to quality programs for all persons desiring vocational training, to provide a uniform management information system for vocational education, and to assure the active and meaningful participation of business and industry in the planning, funding and evaluation of vocational education through the establishment of regional coordinating councils.

In states such as Florida, excessive federal intervention results in unnecessary duplication and fragmentation of services and programs, and serves as an impediment to effective coordination of funding, planning and programming at the inter- and intra-state levels.

I cannot impress upon the committee strongly enough that, in reauthorizing the Vocational Education Act, maximum flexibility should be granted to state legislatures in the design and delivery of vocational education.

Senator Robert T. Stafford
Page Two
October 24, 1983

The relationship between the federal and state governments, as defined in the reauthorized act, should take the form of a performance agreement which encourages and enables the state to pursue and achieve state objectives which reflect and enhance broad federal goals. States should be held responsible for achieving mutually desirable objectives, but should not be required to adhere to any specific policies or programs to achieve those objectives. The emphasis should be upon the degree to which a state is successful in achieving agreed upon goals and not upon the procedures used by the state.

Incentives, both monetary and nonmonetary, should be granted to states which develop creative methods to achieve national goals in ways which are specifically designed to respond to each state's unique socio-economic situation.

2. Funding of Vocational Education - If the state's ability to respond quickly and effectively to state needs and priorities is to be assured, federal vocational funds must flow through state legislatures and education agencies, rather than directly to the local education agencies. In this way, the integrity of state priorities and comprehensive planning efforts can be maintained.

3. Assessing the Effectiveness of Vocational Education - If the performance agreement concept described above is to have any meaning, valid methods to assess the success and effectiveness of vocational education must be identified and implemented. At least one such assessment model has already been developed, namely the incentive-based funding component of the Jobs Training Partnership Act (JTPA), which bases funding on performance defined in terms of the quantity and quality of job placements.

I would urge the committee to consider the feasibility and value of replicating the JTPA model for all federal vocational education funds.

I would like to take this opportunity to express my appreciation and that of my fellow Senators for allowing us to share our concerns with you relevant to this very important legislation. The decisions you make as you proceed in your deliberation of the reauthorization of the Vocational Education Act will directly affect the health and competitiveness of our national and state economies and the quality of life of our citizens. We wish you the best of luck in this endeavor.

Sincerely,



Curtis Peterson
President

CP/sh



LEGISLATIVE INFORMATION

TESTIMONY PRESENTED BY
THE NATIONAL EDUCATION ASSOCIATION
ON
THE REAUTHORIZATION OF
THE VOCATIONAL EDUCATION ACT
BEFORE THE
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES
COMMITTEE ON LABOR AND HUMAN RESOURCES
U. S. SENATE

LINDA TARR-WHELAN, DIRECTOR OF GOVERNMENT RELATIONS
OCTOBER 25, 1983

MARY HESTER, 1011 E. TRIPLE STREET, SUITE 100, CHICAGO, ILL. 60605

Mr. Chairman:

My name is Linda Tarr-Whelan, and I am director of Government Relations for the 1.7 million member National Education Association (NEA), which represents educators and education support personnel in all fifty of these United States. NEA has long been concerned about the design and direction of vocational education in the country. We especially appreciate this opportunity to present the NEA's views on the reauthorization of the Vocational Education Act.

It is particularly fitting that reauthorization of this vital legislation comes in tandem with the great national debate currently taking place over the role of education in preparing our nation for the future. And within that debate, much focus has been centered around the role of an adequately prepared and skilled workforce to help the U.S. maintain its competitive edge in the international economy, and to keep our nation on top of the dizzying technological changes occurring daily. In addition, the role of a technically skilled workforce is key to another vital concern: our national defense. For as much as talk has centered around the development and deployment of new weapons and weapons systems, without the people trained to maintain and operate them, those systems are really worthless to our national defense needs.

Vocational education is central to providing the opportunity for every individual to develop his or her capabilities and employment prospects to the maximum extent possible. Because of both financial constraints and demands of the workplace, increasing numbers of young Americans and older individuals as well will be looking more and more to the career choices that a vocational education can help attain. It must be remembered that as the basic structure of our economy continues to

shift from primarily manufacturing to a more service-oriented one, increasing numbers of workers who would a generation or less ago have had a job for a lifetime must now seek new work. Increasingly workers must be retrained for that new work--sometimes more than once in their lives as workforce needs change. And as other countries, primarily in Europe, have recognized worker retraining as a national priority, so too the U.S. must begin to more comprehensively plan for the retraining of its workers on an on-going basis.

All of the above point to the need for our nation to maintain and strengthen its national commitment to vocational education. The federal commitment to a vital program was first begun with passage of the Smith-Hughes Act in 1917, and has continued to expand to include the technical needs for the nation's economic requirements and the needs of its people. The federal role within this endeavor has been an obvious cornerstone to the program's continuing success.

At this moment in our history, that federal role cannot be reduced. Federal assistance for vocational education programs must be viewed as a way to supplement and not to supplant state and local funds. And the national leadership role of the federal government must be more clearly defined and strengthened.

Specifically, the role of the federal government should be to improve, enhance, expand and maintain the quality of current Vocational Education programs, and to provide access and equity to quality programs for those previously underserved--people of color, women, the economically disadvantaged and the handicapped.

But now, the federal role in meeting the challenges of this national priority is threatened by an administration which claims belief

in renewed emphasis on education as a national commitment and solution to many of our national concerns without funding or leadership. The Reagan Administration's rhetoric rings particularly hollow in the area of vocational education since, without openly obliterating this program, it has nonetheless tried hard to take the teeth out--by proposing consolidation of the Vocational Education and Adult Education programs, and by proposing to slash their total funding by nearly a half.

Increased Authorization Level

The Administration's budget request for FY '84 for the proposed Vocational Education/Adult Education block grant was for \$500 million. This compares with the House-adopted budget assumption for this same year of \$937 million, and a Senate-adopted assumption of \$880 million.

The Administration's approach is obviously no answer to a top economic and educational need, and I want to strongly register the NEA's opposition to it. To meet the current needs of our vocational education, NEA recommends a minimum new authorization level of \$1.5 billion.

Education: Voc Ed Act's Prime Focus

Vocational education must be viewed and defined in broad educational terms. In that light, it must be seen not only as a means to an end nor should career placement be the sole criterion for success. As with all education, vocational education must be solidly grounded in basic academic skills, reasoning and citizenship training.

Additionally, it should encourage a comprehensive secondary education as preparation for employment or for postsecondary vocational education and not preempt it. It should also provide equality of educational opportunity for all students:

- * students who need training for employment
- * students preparing for further education or

- training for careers
- * students continuing with postsecondary education
- * students entering the labor force and needing further education and training
- * students requiring special preparation for entry into or completion of a vocational education program

Equity of Access to Education and Jobs Key

The Vocational Education Act must continue to promote equity and access for employment training and employment opportunities. It should also continue to be utilized as part of the public policy goal to eliminate sex, race, age and ethnic biases in employment opportunities. In particular, the Vocational Education Act must firmly uphold the Constitutional guarantees of equality of treatment and access through specific written policies, enforcement of those policies, and public scrutiny. And there is a continued need for a cooperative arrangement between state agencies with the responsibility for overseeing and implementing affirmative action provisions of the Vocational Education Act and state civil rights agencies charged with general civil rights enforcement.

One aspect of the Vocational Education Act which we feel deserves special attention as you in the Congress continue your deliberations on the reauthorization of the program is the continued need to provide equity to women enrolled in the programs. Care must be taken not to track women into so-called traditional women's jobs, which are usually low-paying and offer few opportunities for future career growth. Pay disparities between men and women doing the same jobs must also be monitored and, where present, abolished. We must also maintain sensitivity about women's special concerns as workers/students/home-makers, particularly to the increasing number of single women heads of households, who are likely to be enrolled in vocational education

programs. Time and day care arrangements should be prime factors in determining and designing vocational education classes.

In addition, and perhaps more importantly in terms of the legislation itself, the current provisions for women's equity should be strengthened through a stronger and more effective role for the sex equity coordinators at the state level. Staff people in these jobs should take on a more active role in developing state vocational education plans, and should be part of the state vocational education council. Moreover, provisions and a funding method to develop model sex equity programs and nontraditional job enrollment plans should be incorporated into the Vocational Education Act. The Act should also include a section aimed at coordinating all sex equity, technical assistance activities as they relate to civil rights activities. Only through this enhancement of the role of the sex equity coordinator in each state can the Vocational Education Act come under adequate monitoring and enforcement to assure access and participation of women in the program.

Voc Ed--Employment Training Programs: Enhanced Coordination

When feasible, the federal job training and education programs, such as the Job Training Partnership Act should be coordinated with programs under the Vocational Education Act. The NEA believes that the Vocational Education Act must be viewed for what it is: the foundation on which other employment training programs are based. If, in fact, changes in legislation are needed to enhance the relationships with other job training programs, we recommend that those changes should come through the particular legislation, such as the Job Training Partnership Act, and not the Vocational Education Act. In addition, just as there

may also be a need to coordinate the Vocational Education Act and other job training programs, there also exists a need to coordinate Vocational Education and these programs with other education programs to enhance their overall effectiveness. The NEA will continue to press for all job training and youth employment programs to be operated through the public schools.

To enhance vocational education programs at the local level, there may be need at this time to include new incentives for cooperative programs with local private industry. The NEA advises, however, that in any attempt to build links with private industry, the traditional autonomy and educational responsibilities of the local education agency must not be undermined or diminished.

Vocational education programs must ultimately be designed and implemented at the local level. One of continued complaints of NEA vocational education teachers is that funds fail to reach the classroom for education programs. To improve the delivery and effectiveness of the Vocational Education Act, NEA believes that the legislation should include a nationally established within-state distribution formula to ensure that the bulk of the resources for the program reach and are utilized at the local level.

To strengthen the link of vocational education programs at the local level with our national priorities, we suggest that new resources be targeted to areas which are suffering particular economic distress--either through plant closings, other recessionary pressures or natural disasters.

Vocational Education: The Postsecondary Responsibilities

In the reauthorization of the Vocational Education Act, the NEA believes that postsecondary responsibility and opportunities for vocational education should be clearly recognized. We feel it proper and important that vocational education should be encouraged and assisted at the postsecondary level in both public two-year institutions, such as community, junior and technical colleges, and in public colleges offering baccalaureate degrees. Funds for postsecondary vocational education programs should be administered through the state agency which has jurisdiction over all postsecondary education, and they should be delivered to the local institution providing the program.

Vocational Education Teachers: Training Update Needed

Just as our workforce needs training and retraining, vocational education teachers must continue to be adequately trained and retrained to carry out their responsibilities--both in their particular field of specialization and in education techniques. This will require the legislation to allow for additional in-service training mechanisms for teachers and staff. This would include, but not be limited to use of teacher centers, summer programs or sabbaticals. Teachers and students should also be involved in the planning of all vocational education programs at the local level. All teacher representatives taking place in such planning programs and processes should be elected by their own bargaining agents.

Additionally, the reauthorization debate should make note of the tremendous need which currently exists for the renovation of facilities and the replacement of obsolete equipment in vocational education classrooms.

Voc Ed and High Tech Training: Inextricably Linked

The need for new incentives for the development and implementation of vocational education programs in emerging and high technologies is imperative, but these programs should not be developed at the expense of other effective and needed programs. While high technology is in the forefront of the development of new jobs, as I noted earlier, the vast majority of new jobs will not be in specifically high tech fields, but in office work, service oriented work such as janitorial services, health care, and in other jobs not requiring the same degree of training as high tech work. At the same time, I would be remiss not to make mention of the fact that the new technologies are having reverberating effects on more traditional jobs and workers. Therefore, vocational education programs must be designed to enable people to enter, leave and reenter education and training programs over a lifetime of employment as well as to prepare individuals for a number of sequential careers.

In conclusion, I would like to mention that the NEA has been working for some time with a wide variety of other education, business and labor groups and other organizations interested in education to enhance the quality of vocational education programs, and more specifically on the reauthorization of the Vocational Education Act. And we stand ready to work with the Congress in this vital process.

Please note that I have included the NEA position on Vocational Education as an attachment to this statement.

Thank you so very much for this opportunity to present the NEA's views on the Vocational Education Act.

VOCATIONAL EDUCATION

NEA Position

The National Education Association believes that an important element of American public education is the preparation of students for a lifetime of employment. Such preparation should be incorporated into a comprehensive education that provides all students an opportunity to be effective, productive citizens. The Association believes vocational education is an effective means of preparing students to meet the challenges of a competitive job market.

Discussion

Vocational education is the process by which a student learns the skills and knowledge necessary to perform a given career choice. Vocational education should encompass two important goals: education and training. When a student opts to forego college, he or she must be sufficiently prepared to engage in some occupation to earn a wage. If the student has not been exposed to or gained knowledge of various career choices in conjunction with academic training, he or she faces a two-fold dilemma. The student is unaware of what his or her particular career options are, and as a corollary thereof, lacks the skill to enter the workforce. The NEA believes that the preparation of students for careers should be a basic part of their educational development.

Vocational and career education and traditional academic courses must be blended to achieve the flexibility necessary to meet the needs of students and the challenge of our changing times. Because of the shift in our economy and job market from an industrial base to a service-information base, there currently exists a crucial need to replace equipment used to train vocational education students. The Association believes the federal government must assist secondary and post-secondary institutions in the direct purchase of appropriate training equipment. Such equipment would afford students an opportunity to train with equipment they will use in the workforce and thus enhance their preparation for future careers, vocations, and productive jobs.

Vocational Education Program Criteria

The National Education Association has adopted the following criteria for evaluating vocational education programs.

1. Vocational education programs should provide equality of educational opportunity for all students, including the following:

- those who need training for employment;
- those who wish to prepare for further education or training for careers;
- those who wish to continue postsecondary education and who want or need further skills for employment;

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- those who have entered the labor market and need further education and training;
 - those who lack the basic skills that are necessary to enter or complete a vocational program;
 - those who have educational needs that require special preparation for entry into or completion of a vocational education program.
2. Vocational education should be used as a tool in eliminating sex, age, race, and ethnic biases in employment opportunities.
 3. Vocational education should encourage a comprehensive secondary education as preparation for employment or for postsecondary vocational education.
 4. Vocational education should be encouraged and assisted at the postsecondary level:
 - in public community colleges and technical institutes;
 - in public institutions offering baccalaureate degrees.
 Funds available for postsecondary vocational education should be administered through the state agency having jurisdiction over postsecondary education and delivered to the local institution providing the program.
 5. Vocational education at both the secondary and postsecondary levels should require involvement of students, potential students, and teachers (both vocational education and general education teachers) in planning activities.
 6. Vocational education programs should be designed to enable persons to enter, leave, and reenter education and training programs over a lifetime of employment, so that education and training can be continuous throughout life.
 7. Job training and youth employment programs should be closely coordinated with vocational education programs and, when possible, should operate through public schools and institutions.
 8. Job placement should not be the sole measure of success for vocational education programs.
 9. Vocational education teachers should be adequately trained to effectively execute their training responsibilities.
 10. Vocational education should continue to be administered by the Department of Education and that entity should retain its Cabinet-level status.
 11. Obsolete vocational equipment must be replaced with appropriate equipment to train students for jobs in a service-information economy.

Conclusion

The National Education Association supports vocational education as a major component of education. Because Americans work an average of 40 years at many different jobs in a market that is in constant flux, skills training and education should be equally emphasized when advocating vocational education.

Testimony Before the Sub-Committee on
Education, Art & Humanities
Committee on Labor and Human Resources
United States Senate

by Charles S. Benson, Professor
University of California, Berkeley
October 25, 1983

Vocational education has become an enterprise of vast proportions. It was built for the most part from financial contributions of state and local governments. Indeed, the particular American form of vocational education we have was invented by states and localities themselves at the turn of the century. Neither, with regard to the origins of vocational education nor in its support can the Federal government claim to be anything more than a junior partner.

A junior partner, nevertheless, can play a crucial role, but to do so it must meet certain requirements. In the case of 1976 Vocational Education Act, the Federal government tried to do far too much with too little. The objectives of the Act were so diffuse and the provisions of the Act were so vaguely drawn -- where they were not contradictory -- that the Act has become, essentially, a block grant, offering a small amount of additional support

to state-local activities. I shall elaborate on these criticisms shortly.

The Federal government must concentrate its efforts if it is to have any important impact, and I suggest a concentration in two directions only. First, the Federal government should confine its support to programs of demonstrated quality and effectiveness. Thus, strong ~~programs will be made even stronger,~~ as they gain benefits from extra money and from national recognition. (One measure of program quality, I believe, is close involvement with local industry.) A "demonstration effect" should ripple through the vocational education community, meaning that program administrators generally will try to bring their own programs up to standards required for Federal support, standards that are held by what I shall hereafter call "advanced programs." The basic objective is quality enhancement.

The second direction the Federal government should take is quite different from the first but it is an important and necessary complement to quality enhancement: the Federal government should try to improve access to advanced programs for groups of people that have been traditionally underserved. These groups consist of the disadvantaged, the handicapped, non-English speaking persons, persons who seek to enter fields of work that are unconventional for their sex, displaced homemakers, and displaced workers. One

difficulty with the setasides of the 1976 Act was that compliance was achieved simply by spending money on the training of target populations without regard to whether these persons were being trained in sound programs that led to good job prospects or in programs that were basically worthless. It is necessary to use the Federal leverage to establish incentives under which state and local authorities will come to want to include the underserved as students in advanced programs. I offer some suggestions below as to how these two concentrations of Federal effort -- quality enhancement and access for the underserved to advanced training -- could be incorporated in a new kind of vocational education act.

Observations on the 1976 Vocational Education Act

The Project on National Vocational Education Resources (PONVER) at the University of California, Berkeley, was a major contractor of the National Institute of Education under N.I.E.'s Congressional Mandate to provide ". . . a thorough evaluation and study of vocational education programs," (P.L. 94-482, Sec. 523(b)(1)(A)). I served as principal investigator of the project, which ran from 1978 until late 1981. Under terms of our contracts, we in PONVER were required to do the following things, inter alia: (1) to examine the distribution of Federal VEA funds to the states; (2) to examine and evaluate the formulas by means of which the states distribute Federal VEA funds to local

authorities; (3) to examine the pattern of enrollments in VEA programs by six-digit code, in regard to such characteristics of students as sex, race, condition of disadvantage, handicapped condition, and whether of limited English speaking ability; (4) to determine on what activities and for what purposes Federal VEA money was spent and to ascertain the share of local districts' budgets that were spent on program maintenance as compared with program improvement and expansion; (5) to assess the efforts made by local authorities to reduce sex stereotyping in training and work, and (6) to evaluate the quality of the vocational education data system. As a supplement to our contractual requirements, we developed a quality index for vocational programs. In a small number of states, we were able to examine enrollments in programs ranked by quality, distinguishing among mainstream student, the disadvantaged, the handicapped, limited English speaking, and as among the races and between the sexes.

Based upon thorough analysis of data, PONVER provided N.I.E. with a large number of observations and conclusions, many more than I can discuss in this paper. (A brief summary of finding from "Descriptive Study of Federal, State, and Local Funds for Vocational Education: Final Report," PONVER, University of California, Berkeley, CA, September, 1981, is included as Appendix I.) I therefore wish to take up the following five topics only: intra-state distribution of

funds for vocational education; set-asides for target populations; distribution of vocational education funds as between program improvement and program maintenance; sex equity; and access of underserved groups to high quality training programs:

Intra-State Distribution of Funds

Probably no other aspect of the 1976 Amendments has generated more controversy, confusion, and frustration than the general issue of how states are to distribute funds to eligible recipients. For four years after passage of the 1976 Amendments, clear Federal guidelines were not established, and every state operated under great uncertainty as to whether it was complying with Federal law. Regulations and guidelines issued to date have been ambiguous, confused, and contradictory. Procedures approved one year have been disapproved the next only to be approved again. At the time of passage of the 1976 Amendments the Senate Committee on Labor and Public Welfare noted:

Existing law prohibits the allocation of funds among eligible applicants in a manner which fails to take into account the statutory criteria for allocation, such as the matching of local expenditures at a uniform percentage ratio. The purpose of such a provision was to require State boards to take into account the relative needs of applicants for Federal funds, and their relative ability to match such funds, in relation to other applicants within the State. Despite this provision, a number of states allocate funds among school districts on the basis of a flat formula, without taking relative need or ability to pay into account (Senate, Report, No. 94882, May 14, 1976, p. 71).

In the 1976 Amendments, the Congress clearly stated that uniform distribution of federal funds to eligible recipients was unacceptable:

. . . the State will not allocate such funds among eligible recipients within the State on the basis of per capita enrollment or through matching of local expenditures on a uniform percentage basis (P.L. 94482, Sec. 105(a)(5)(B)(ii)).

Instead, state administrations were to direct Federal funds to local agencies most in need of additional resources. "Need," in this instance, could take several forms. Thus, the Congress directed

that the State shall, in considering the approval of such applications <for funds>, give priority to those applicants which

(i) are located in economically depressed areas and areas with high rates of unemployment, and are unable to provide the resources necessary to meet the vocational education need of those areas without Federal assistance, and

(ii) propose programs which are new to the area to be served and which are designed to meet new and emerging manpower needs and job opportunities in the area, and, where relevant, in the State and the Nation. . . (P.L. 94482, Sec. 106(a)(5)(A)).

These directions are ambiguous. What constitutes an "economically depressed" area or a "high" rate of unemployment is not defined, and liberal interpretations have enabled some states to label almost all recipients "economically depressed." For example, of 62 counties in New York all but two -- Dutchess and Tomkins -- are defined by a

Further weakening the ability of the two criteria to

target funds is the lack of any strong correlation between location in an economically depressed area and location in an area with "new and emerging manpower needs." Indeed, one might expect the second to be more characteristic of economically vigorous communities with high rates of growth and low unemployment. Thus, one criterion may well be offsetting the other, effectively permitting uniform distribution of federal funds despite specific criteria for targeting. It is easy to see how the two criteria could be used to cast a large net that would include most, if not all, localities.

Perhaps anticipating such difficulties, the Congress specified further criteria:

. . . the State shall, in determining the amount of funds available under this Act which shall be made available to those applicants approved for funding, base such distribution on economic, social and demographic factors relating to the need for vocational education among various populations and the various areas of the State, except that

(i) the State will use as the two most important factors in determining this distribution (I) in the case of local educational agencies, the relative financial ability of such agencies to provide the resources necessary to meet the need for vocational education in the areas they service and relative number or concentration of low income families or individuals within such agencies, and (II) in the case of other eligible recipients, the relative financial ability of such recipients to provide the resources to initiate or maintain vocational education programs to meet the need of their students and the relative number or concentration of students whom they serve whose education imposes higher than average costs, such as handicapped students, students from low income families, and students from families in which English is not the dominant language (P.L. 94482, Sec. 106 (6)(5)(B)(i)).

Are these criteria to be applied after a local agency has been identified as eligible by the previous two criteria: location in an economically depressed area or proposing programs for new and emerging manpower needs? Or, are they to be applied independently with additional money going to localities with low financial ability regardless of need based on other criteria? Does the law require an approval process by which eligibility is first based on high unemployment and low financial ability, or does it merely require a process by which either high unemployment or low financial ability are sufficient for eligibility? A process in which eligibility is determined by meeting any one of several criteria will distribute funds more broadly and uniformly than a process requiring that all criteria be satisfied. Indeed, the former process is likely to lead to an outcome in which all applicants receive some funds, and depending on the weights assigned to each criterion, per capita distribution.

Is it legal to fund applicants in this way? The Office of Vocational and Adult Education (OVAE) has said yes. In the March 1980 draft of its Policy Manual for Federal Vocational Education Fund Distribution, the Office states:

States may distribute Federal VEA funds to all applicants. Although P.L. 94482 describes separate approval/selection and funding stages, there is nothing in the Law or Regulations to prohibit a State from funding all applicants. Where all applicants are funded, States can use a combined prioritizing and funding process, as long as the two most important factors (1) relative financial ability and (2)

low-income families (for LEAS) or (2) high cost students (for other eligible recipients) individually receive the greatest weight in the process. (BOAE Information Manual for Federal Vocational Education State Grant Fund Distribution Procedures, March 1980, p. 6).

A procedure that allows all authorities to receive funds regardless of how rich or how small undercuts any real sense of priority in the use of scarce Federal funds.

The language about directing funds to LEA's that "propose programs which are new . . . and which are designed to meet new and emerging manpower needs . . ." has been especially difficult to deal with. The intent of the requirement seems clear - namely to discourage localities from continuing to operate outdated or unnecessary training programs and to anticipate labor market needs that might cause shortages in the absence of adequate numbers of trained workers. Such an interpretation is consistent with other sections of the Act that stress program planning based on careful assessment of current and future need for particular job skills (see, for example, Sec. 107(b)). Unfortunately, the emphasis on "new" programs and OVAE's literal interpretation of the rule creates incentives that potentially contradict the broader aim for sound planning that matches training to expected labor market conditions. Thus, too literal an interpretation would declare ineligible a locality that sought to expand an existing program to meet emerging new demands for workers with those particular

skills. By OVAE's definition, and indeed the language of the legislation itself, such a program only qualifies if it is "new to the area." Similarly, an existing program that is radically reorganized -- for example, redesigned to use updated equipment and new curriculum at substantial additional costs -- would not qualify for federal funding under a strict interpretation of the "new program" criterion.

Such outcomes are clearly inconsistent with concerns expressed elsewhere in the legislation. The Act begins with a declaration of purpose that leaves no doubt that Federal Funds are intended, among other aims, to help states extend and improve existing programs; but the later emphasis on new programs as one of only two criteria for approving applications, discourages sensible planning. Instead, such heavy priority on "newness" may encourage potential recipients not only to rush into poorly developed programs for the sake of doing something new, but also to design elaborate new disguises for old programs that do not change at all.

A rigorous examination of the formulas used to distribute Federal VEA funds in all fifty of the states revealed numerous instances of use of arbitrary elements added into the formulas to distort or blunt the intended direction of flow of funds, as well as illogical juxtaposition of elements. The formulas are unnecessarily

complicated and they are impossible to explain to the lay public. But there are even more serious problems. The 1976 Act specifies the criteria that are to be used in the formulas, but it places no limit on the number of variables that may be added. By adding variables, any good formula maker can obtain whatever pattern of distribution he wishes. Lastly, for present purposes, it is important to note that the 1976 Act places no requirement on states to shape the distribution of state funds that LEA's use in support of vocational education in any relationship to Federal criteria. Ordinarily, the state funds are much larger than the Federal. Hence, even if a state is thoroughly conscientious in applying Federal criteria to Federal VEA distributions, the small margin of Federal dollars received by needy districts could easily be submerged by a shift of state dollars away from those same needy districts.

In PONVER, our conclusion about the intra-state distribution of Federal VEA dollars was the following: at the time our analysis of distribution formulas was considered (1978-79), no state was using a funds distribution procedure free of technical difficulties, arbitrary judgments, unexplained calculations, questionable interpretations of Federal law, or inaccurate or inappropriate data. I suspect the same is true today.

Set-Asides for Target Populations

The setaside requirements of the 1976 Amendments are another area of ongoing confusion and debate. The legislation contains three primary setaside provisions. First, at least 10 percent of each state's basic grant is reserved to pay not more than 50 percent of the excess costs of vocational education programs for the handicapped. Second, at least 20 percent of each state's basic grant is to be used to cover no more than 50 percent of the excess costs of programs for the disadvantaged. Third, the Act reserves 15 percent of each state's basic grant for not more than 50 percent of the costs of vocational education for persons who have completed or left high school or who are unemployed or already in the labor market (the postsecondary setaside). Additionally, a portion of the disadvantaged setaside is reserved for persons with limited English proficiency, the amount varying with their number as a proportion of each state's population aged fifteen to twenty-four, inclusive.

The original legislation did not specify that funds reserved for the handicapped and disadvantaged could be used to cover only the excess costs of programs and services. Following the publication of proposed regulations in April 1977, a letter to Commissioner of Education Boyer from Representatives Perkins and Quie and Senators Pell and Javits made it clear that the setasides were intended to

help cover the costs of "special forms of assistance, over and above the regular program." The Congressmen argued that any other interpretation would not lead to an expansion of services for the handicapped and disadvantaged and might lead to a reduction. Consequently, subsequent regulations required that the setasides for the handicapped and disadvantaged be applied only to the additional costs of special programs, services and activities.

Much confusion remained, however, especially as to whether the principle of excess cost applied to both mainstreamed programs and separate specialized programs. Consequently, in March 1978, OVAE issued a further interpretation. First, the interpretation reiterated the emphasis of the Vocational Education Act on mainstreaming:

The State shall use, to the maximum extent possible, the funds expended for handicapped and disadvantaged persons to enable these persons to participate in regular vocational education programs (Federal Register, Vol. 43, No. 59, Monday, March 22, 1978, p. 12357).

For students placed in regular programs, excess costs refer to expenditure per student over and above those for non-handicapped or non-disadvantaged students in vocational education.

When it is necessary to place a student in a separate specialized program, the entire cost of this program may be counted as excess costs, provided the average statewide (state and local) expenditure per student equals or exceeds

the average per student for non-handicapped or non-disadvantaged students. Unfortunately, this interpretation creates a powerful incentive to isolate students rather than mainstream them. Consider the following hypothetical situation. Suppose a state spends \$1,000 per student for non-handicapped students. The state has 1,000 handicapped students in vocational education and 10 percent of its basic grant amounts to \$300,000 or \$300 per handicapped student. If the state mainstreams these students, it must spend \$1,600 per student, including an additional \$300,000 of state-local expenditures to match the Federal setasides dollar for dollar. However, if the state elects to place all students in specialized facilities, it need spend only \$1,300 per student. In this case, average statewide state and local expenditure is the required \$1,000 per student, \$300 of which can be counted as the 50 percent match for the \$300 per student of federal funds. The state need not spend the additional \$300,000 required if student are mainstreamed. Consequently, the larger the setaside, the greater the incentive is to isolate students in special programs rather than mainstream them as the legislation would prefer.

The excess cost provision has made it difficult for some states to match Federal setaside funds, and a few have threatened to return funds to OVAE. It is easy to see why they are experiencing difficulty. In effect, the operation

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of the excess cost provision creates a perverse incentive structure. On the one hand, spending small amounts per student in setaside dollars forces states to match at unusually high total matching ratios. On the other, spending larger amounts decreases total matching ratios but forces states to raise substantial sums of new dollars. For example, assume a state spends an average of \$1,000 per student for vocational education. Assume further that the federal setaside amounts to \$50 per handicapped student in vocational education. For a mainstreamed student, the state must put up an additional \$50, bringing the state-local total to \$1,050, or a total matching ratio of 21:1. As the per student setaside increases, say to \$300 in our previous example, this ratio declines greatly but states have substantially more difficulty generating additional funds.

In short, the excess cost provision is a clumsy mechanism for targeting funds. It is insensitive to existing levels of state spending and matching ratios for target groups and creates strong disincentives to use the money at all. Attempting to respond to the problem, Congress amended the Vocational Education Act in 1978 to allow states to exceed the 50 percent limit on the federal share for eligible recipients "financially unable" to provide programs for target groups. However, the amendment merely perpetrates the basic shortcomings of the excess cost notion and creates additional problems as to how "financially unable"

recipients are to be defined.

A simpler and more effective approach might be to reserve setasides for special purposes -- services, programs, and activities -- but drop the matching requirements altogether. To avoid supplanting state-local funds with Federal funds -- the major concern of the Congress in insisting on the excess cost interpretation -- states could be required to maintain existing levels of support (on a per student basis adjusted for inflation), as well as document that state-local average expenditures per student for target groups that matched or exceeded average expenditures per student for non-handicapped and non-disadvantaged students. Such an approach would be consistent both with efforts to encourage mainstreaming and with Congressional objectives to provide necessary special services that facilitate participation in vocational education.

However, even these kinds of adjustments are insufficient to establish strong incentives for state and local authorities to enroll members of underserved groups in vocational programs of high quality.

Expenditure of Vocational Education Funds
by Function and Activity

In part of PONVER's research we relied upon data from a fifteen-state sample: Alabama, California, Colorado, Florida, Illinois, Minnesota, New Hampshire, New York, Oklahoma, Pennsylvania, South Carolina, South Dakota, Texas, Utah, and Washington. Our data indicated that these states are reasonably representative of the nation. We used data from these states to analyze the functional distribution of Federal and state-local expenditures.

The 1968 Amendments to the Vocational Education Act of 1963 required the states to spend various portions of their Federal grants on work-study programs, cooperative programs, construction, guidance and counseling, etc. The 1976 Amendments loosened the strings on the requirements to make particular kinds of programmatic expenditures, but it allowed states to use Federal funds for the following purposes under Section 120 grants: vocational education programs per se, work-study, cooperative programs, energy education, construction, grants to promote sex equity, student stipends, placement services, industrial arts, support services for women, day care, services for displaced homemakers, instruction under contract, and state and local administration. Section 130 money can be used by the states for research, exemplary and innovative programs, curriculum

development, guidance and counseling, pro-service and in-service training, grants to overcome sex bias, and administration of the above activities.

Table I indicates that the only substantial uses of Section 120 Federal money were operation of vocational programs and state administration. The portion of federal money used for state administration varied amongst the states of our sample from 27 percent in New Hampshire to six percent in California, a large range.

South Dakota spent three percent of its Federal 120 money on sex equity research. Illinois spent five percent on work-study, while Texas spent four percent on that activity. New Hampshire allocated nine percent to cooperative programs, Colorado spent five percent and Alabama and Washington directed four percent. Alabama allocated six percent to construction. South Dakota put 11 percent on local administration and Washington spent five on that purpose. Otherwise, none of the 15 states of the sample devoted more than three percent of its Federal 120 grants to any of the 13 permissive uses of Section 120 money, outside of program operation and administration.

Table II shows the allocation of state-local vocational education funds by legislative subpurpose. Under the Section 120 category, most of the state money was used for program operation and local administration. Expenditures for state administration from state funds were relatively minor.

Table I
Distribution of Federal VEA
120 Funds By Legislative Subpurpose
In Percentages

	AL	CA	CO	FL	IL	IN	MH	NY	OK	PA	SC	SD	TX	UT	WA	U.S.
Sex Equity Personnel	.84	.12	.95	.32	.41	.64	2.46	.20	.98	.16	.69	3.14	.31	2.35	0.70	.67
Displaced Homemaker	.03	.66	.81	.01	0.00	.13	.90	1.77	.09	.46	.40	.39	.30	.15	1.96	.45
State Administration	12.27	5.78	18.72	18.09	7.53	9.48	27.40	7.00	13.67	13.23	8.01	7.10	7.35	6.96	10.94	8.46
Voc Ed Programs	75.40	87.70	67.28	74.94	67.19	89.75	58.97	86.72	79.95	78.97	86.04	74.94	85.79	90.55	72.89	80.79
Work Study	.20	.61	1.37	2.63	4.71	0.00	.02	1.47	.27	1.41	.36	.59	4.26	0.00	1.38	1.36
Cooperative	3.82	.40	5.09	2.57	.16	0.00	9.45	1.16	2.91	2.40	2.66	2.61	0.00	0.00	4.36	2.04
Energy	0.00	0.00	2.26	0.00	0.00	0.00	0.00	.14	0.00	0.00	.05	0.00	0.00	0.00	0.00	.09
Construction	6.22	0.00	2.41	0.00	0.00	0.00	0.00	.90	.46	3.37	0.00	0.00	0.00	0.00	1.73	3.02
Stipends	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	n.a.	.15
Placement Services	0.00	.03	0.00	0.00	0.00	0.00	0.00	1.04	0.00	0.00	0.00	0.00	0.00	0.00	0.00	.15
Industrial Arts	.31	1.95	0.00	0.00	0.00	0.00	.81	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	.84
Suppt Serv for Women	0.00	.24	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	.23	0.00	1.02	.74
Day Care Services	0.00	.05	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	.17	0.00	.26	0.00	.42	.06
Residential Schools	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	n.a.	.22
Contractual Instruction	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	.05
Local Administration	.91	2.56	1.11	1.44	0.00	0.00	0.00	0.00	1.67	0.00	1.22	11.24	1.50	0.00	4.60	1.51

Table II

Distribution of State and Local Vocational Education
 120 Funds By Legislative Subpurpose
 In Percentages

	AL	CA	CO	FL	IL	MI	MN	NY	OK	PA	SC	SD	TX	UT	WA	U.S.
Sex Equity Personnel	0.00	0.00	0.00	0.00	0.00	0.00	0.00	n.a.	0.00	0.00	0.00	0.00	0.00	0.00	n.a.	0.00
Displaced Homemaker	0.00	0.00	0.00	.03	.02	0.00	0.00	n.a.	.10	.05	0.00	0.00	0.00	0.00	n.a.	.03
State Administration	3.87	.23	1.06	.44	.21	1.74	2.38	n.a.	2.14	.52	1.39	2.10	.84	1.21	n.a.	.99
Voc Ed Programs	81.60	94.38	91.78	87.82	99.67	98.26	82.93	n.a.	90.75	92.73	72.51	79.75	82.62	98.79	n.a.	86.14
Work Study	0.00	.07	.11	.00	.09	0.00	0.00	n.a.	.14	.06	.02	.14	.03	0.00	n.a.	.12
Cooperative	7.67	.43	.56	7.65	0.00	0.00	1.46	n.a.	3.84	.25	.06	8.67	0.00	0.00	n.a.	2.18
Energy	0.00	0.00	.06	.03	0.00	0.00	0.00	n.a.	0.00	0.00	0.00	0.00	0.00	0.00	n.a.	.01
Construction	2.30	0.00	.52	10.23	0.00	0.00	0.00	n.a.	.28	4.30	3.44	0.00	0.00	0.00	n.a.	3.36
Stipends	0.00	0.00	0.00	0.00	0.00	0.00	0.00	n.a.	0.00	0.00	0.00	0.00	0.00	0.00	n.a.	0.00
Placement Services	0.00	.11	0.00	.03	0.00	0.00	0.00	n.a.	0.00	0.00	.24	0.00	0.00	0.00	n.a.	.04
Industrial Arts	.66	0.00	0.00	3.91	0.00	0.00	13.23	n.a.	.01	0.00	0.00	0.00	1.81	0.00	n.a.	1.98
Suppt Serv for Women	0.00	.04	0.00	0.00	0.00	0.00	0.00	n.a.	0.00	0.00	0.00	0.00	0.00	0.00	n.a.	.01
Day Care Services	0.00	.07	0.00	.02	0.00	0.00	0.00	n.a.	0.00	0.00	0.00	0.00	0.00	0.00	n.a.	.02
Residential Schools	0.00	0.00	0.00	0.00	0.00	0.00	0.00	n.a.	0.00	0.00	0.00	0.00	0.00	0.00	n.a.	.07
Contractual Instruction	0.00	0.00	0.00	.02	0.00	0.00	0.00	n.a.	0.00	0.00	0.00	0.00	0.00	0.00	n.a.	.07
Local Administration	3.91	4.66	5.90	9.73	0.00	0.00	0.00	n.a.	2.74	2.08	22.32	9.33	14.70	0.00	n.a.	4.99

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Oklahoma spent four percent of state-local money for cooperative programs. Alabama spent eight percent for this purpose, as did Florida. South Dakota devoted nine percent to that activity. Three states, Florida, Pennsylvania, and South Carolina, used more than three percent of their state-local funds for construction, while two -- Florida and New Hampshire -- put more than three percent of their state-local outlays into industrial arts.

Table III combines data on federal and state-local spending. Once again, we see that nearly 90 percent of total spending in vocational education was absorbed by program costs and construction. The fact that the 1976 Vocational Education Act permitted expenditures on such functions as placement services, cooperative programs, day care services, and support services for women was not seized upon by the states and localities to make vocational education more responsive to social needs. This augurs ill for any new legislation that provides such a "shopping list."

Let us now consider Section 130 funds. The pattern of use of Section 130 funds, with regard to Federal money and state-local money as well, is not uniform among the states of our sample and is therefore hard to summarize. The following things, however, can be said: 1) in all states of our sample, guidance and counseling consumed a significant portion of Federal money; 2) in almost all states of the sample, teacher training represented an important use of

Table III
 Distribution of Total (Federal, State and Local) Vocational Education
 120 Funds By Legislative Subpurpose
 In Percentages

	AL	CA	CO	FL	IL	MI	NH	NY	OK	PA	SC	SD	TX	UT	WA	U.S.
Sex Equity Personnel	.10	.01	.08	.01	.01	.05	.40	n.a.	.07	.01	.04	.62	.03	.14	n.a.	.05
Displaced Homemaker	0.00	.04	.06	.03	.02	.01	.14	n.a.	.10	.07	.02	.08	.03	.01	n.a.	.05
State Administration	6.45	.60	2.48	1.06	.47	2.35	6.43	n.a.	3.00	1.30	1.78	3.08	1.48	1.69	n.a.	1.64
Voc Ed Programs	79.51	94.00	89.81	68.06	99.24	97.59	79.05	n.a.	89.95	91.18	73.26	78.81	92.93	98.15	n.a.	85.66
Work Study	.02	.10	.21	.11	.25	0.00	0.00	n.a.	.15	.15	.04	.23	.45	0.00	n.a.	.21
Cooperative	7.06	.43	.93	7.48	.01	0.00	2.75	n.a.	3.77	.38	.20	7.49	0.00	0.00	n.a.	2.17
Energy	0.00	0.00	.24	.02	0.00	0.00	0.00	n.a.	0.00	0.00	0.00	0.00	0.00	3.00	n.a.	.01
Instruction	2.76	0.00	.67	9.87	0.00	0.00	0.00	n.a.	.29	4.21	3.25	0.00	0.00	0.00	n.a.	3.35
Stipends	0.00	0.00	0.00	0.00	0.00	0.00	0.00	n.a.	0.00	0.00	0.00	0.00	0.00	0.00	n.a.	.01
Placement Services	0.00	.10	0.00	.03	0.00	0.00	0.00	n.a.	0.00	0.00	.23	0.00	0.00	0.00	n.a.	.04
Industrial Arts	.61	0.00	0.00	3.78	0.00	0.00	11.22	n.a.	.01	0.00	0.00	0.00	1.64	0.00	n.a.	1.88
Child Serv for Women	0.00	.05	0.00	0.00	0.00	0.00	0.00	n.a.	0.00	0.00	0.00	0.00	.02	0.00	n.a.	.02
Day Care Services	0.00	.07	0.00	.02	0.00	0.00	0.00	n.a.	0.00	0.00	.01	0.00	.03	0.00	n.a.	.02
Residential Schools	0.00	0.00	0.00	0.00	0.00	0.00	0.00	n.a.	0.00	0.00	0.00	0.00	0.00	0.00	n.a.	.03
Co-curricular Instruction	0.00	0.00	0.00	.02	0.00	0.00	0.00	n.a.	0.00	0.00	0.00	0.00	0.00	0.00	n.a.	.07
Local Administration	3.47	4.59	5.51	9.44	0.00	0.00	0.00	n.a.	2.66	1.94	21.15	9.70	13.40	0.00	n.a.	4.73

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Federal money (Alabama and New York being exceptions); 3) in almost all states of the sample, the research coordinating units received substantial amounts of Federal money (New Hampshire and Pennsylvania being exceptions); 4) only in South Dakota was any notable amount of Federal money (over 10 percent) used for exemplary programs; 5) only in New York, Oklahoma, and Texas was any substantial amount of money used for curriculum development; and 6) only in New York was any substantial amount of Federal money used for grants to overcome sex bias.

The reader may recall my earlier observations that VEA legislation and regulations are self-contradictory, ambiguous, and open to easy manipulation by state and local governments. The results presented here about the uses of Federal funds and the degree to which state and local dollars are used to reinforce Federal objectives put evidence behind our reservations about the effectiveness of Federal controls over the uses of money. It would seem, indeed, that the 1976 VEA legislation is itself a variant of the block grant that is so popular in the current administration's approach to social policy.

In another part of PONVER's research, in order to explore questions beyond the reach of the Vocational Education Data System, we relied on survey techniques. Thus, we conducted a survey of 1,200 local agencies, as a stratified random sample, in the states of California,

Colorado, Florida, Illinois, Kansas, Massachusetts, New York, North Carolina, South Dakota, and Texas.

Because the states were not selected randomly, in a strict statistical sense, the findings cannot be used to generalize about the nation as a whole. Nevertheless, the ten-state sample represents a sufficiently large portion of the vocational education enterprise such that the findings have significance regardless of whether they apply to the remainder of the country. The ten states surveyed account for 39 percent of students enrolled in vocational education. They receive 34 percent of Federal VEA funds and account for 48 percent of total state and local expenditures for vocational education. The states include large urban centers such as New York, Chicago, and Los Angeles, as well as predominantly rural states as South Dakota and Kansas. They represent a broad geographic distribution with states from the northeast, south, midwest, and far west. In short, they capture a number of important differences among states that may affect the delivery of vocational education.

In addition to improving the access of the handicapped, the disadvantaged, and women to high quality vocational education programs, the Vocational Education Act seeks more generally to support improvements, innovations, and changes in the existing vocational education programs. Thus, the 1976 Amendments state that Federal assistance is to be used to "extend, improve, and where necessary, maintain existing

programs of vocational education" (P.L. 94-482, Sec. 101(1)), as well as "to develop new programs of vocational education" (P.L. 94-482, Sec. 101(2)).

Although the legislation does not prohibit using Federal funds to maintain existing programs, the use of the phrase "where necessary" implies that Congress sought mainly to spur program innovation and improvement. Other provisions of P.L. 94-482 support this inference. Thus, Section 106(a)(6) stipulates:

that Federal funds made available under this Act will be so used as to supplement, and to the extent practicable, increase the amount of State and local funds that would be in the absence of such Federal funds be made available for the uses specified in the Act, and in no case supplant such State and local funds.

Section 111(b) further requires states to maintain previous levels of fiscal effort. In short, it is apparent that Congress intended federal funds to supplement state and local funds and to be used for program improvement and expansion that states would not otherwise be able to carry out with their own resources.

Consequently, the survey sought to determine LEA's expenditures on program support, improvement, and expansion. We should stress that determining the extent to which Federal, as opposed to state and local, dollars supported these activities is exceedingly difficult. Several problems complicate the analysis. First, in many states, by the time

Federal VEA money reaches the local level, it is indistinguishable from state or local dollars. Therefore, what Federal dollars purchased cannot be identified. Second, even if LEAs could distinguish Federal dollars from state and local dollars, there is usually no way of knowing how they would have expended funds in the absence of Federal dollars. Thus, for example, many LEAs use Federal dollars only for equipment purchases. This restrictive use of Federal money is mostly a matter of convenience; it makes accounting for Federal money a simple task and purchases are tangible and easily displayed. However, the fact that LEAs spend Federal dollars in the fashion does not mean that lacking Federal money they would not have purchased the equipment, but simply that state and local dollars that would otherwise have been used for these purchases have been directed to other purposes. In short, a Federal dollar is easily substituted for a state and local dollar.

A third factor complicating analysis of what Federal dollars buy is that despite the prohibition against supplanting, the maintenance of effort requirement is so weak as to permit substantial supplanting. An LEA is considered to be maintaining sufficient fiscal effort as long as the present year's expenditures, either in the aggregate or on a per student basis, exceed 95 percent of the previous year's expenditures. Moreover, the legislation requires no adjustment for inflation so that in real terms

supplantation of as much as 15 percent of state and local expenditures can occur annually without violating the law.

For these reasons, the survey did not attempt to determine what proportions of Federal money were used for program maintenance, program improvement, or program expansion. Rather, we asked LEAs what proportions of their total vocational education budget (Federal, state and local) they spent for four general purposes:

1. Supporting existing programs (including expenditures for staff and maintenance of existing buildings and equipment).
2. Improving existing programs (by adding teachers or aides, purchasing or replacing equipment, expanding facilities, etc.).
3. Adding new programs.
4. Adding new services (such as counselors, facilities for handicapped students, etc.).

Thus, we tried to gauge the overall level of program improvement or expansion rather than that which might be supported with Federal funds.

Table IV summarizes the secondary responses to this question. As is to be expected, in most LEAs the bulk of the vocational education budget, 83 percent on the average, maintains existing programs. Only in a LEA just beginning to develop a vocational program would one expect to find much deviation from this pattern. Twenty percent of the LEAs responding to this question reported that all of their budget was used to support existing programs, with no funds expended on program improvement or expansion.

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Table IV

Distribution of Total Vocational Education Budget
Secondary, FY 1979

% of Total Vocational Education Budget Spent To:	% of Districts in Each Category
A. <u>Support Existing Programs</u>	
70 or less	20%
71 - 85	22
86 - 90	18
91 - 99	20
100	20
	100%
Number of Districts = 405*	
B. <u>Improve Existing Programs</u>	
0	25%
1 - 5	21
6 - 10	23
11 - 20	16
21 or more	15
	100
Number of Districts = 413	
C. <u>Add New Programs</u>	
0	74%
1 - 4	7
5	8
6 - 10	5
11 or more	5
	100
Number of Districts = 414	
D. <u>Add New Services</u>	
0	78%
1	4
2 - 4	5
5	7
6 or more	5
	100
Number of Districts = 414	

*Data unavailable from approximately 170 districts.

Seventy-five percent of the LEAs reported spending some money to improve vocational education programs, with half of these saying that they spent more than eight percent of their budgets on program improvement. A much smaller number, 26 percent of the sample, expended funds to add new programs, and among those LEAs, expenditures on new programs typically amounted to less than five percent of the total budget. Finally, only 22 percent of the sample reported spending money to add new services, and when they did so, these expenditures typically accounted for less than three percent of total spending.

At the postsecondary level (Table V), only six LEAs, or three percent, reported spending all of their budget to support existing programs. Half reported spending more than seven percent of their budget to improve programs. Over half said they had spent some money to add new programs, compared to only 26 percent of secondary LEAs. Forty-five percent said they had added new services.

What conclusions do these figures suggest? First, we should emphasize the "soft" quality of data produced by this question. LEAs do not maintain accounts in terms of program maintenance, improvement, and so forth. Respondents were asked to estimate allocations, and their responses represent "best guesses" that are subject to substantial inaccuracy. Indeed, the high level of non-response to the question -- suggests that the query was difficult to answer.

Nevertheless, because of the Congressional emphasis on new programs and program improvement, we felt it important to attempt some data collection.

With these caveats in mind, then, it seems safe to say that most LEAs are making some effort to improve programs. Insofar as Federal funds are less restricted than state and local dollars and therefore give LEAs more budgeting flexibility than they would otherwise have, then it is likely that VEA funds play an important though hard to measure role in program improvement. On the other hand, a relatively small number of secondary LEAs are adding new

Table v

Distribution of Total Vocational Education Budget
Postsecondary, FY 1979

% of Total Vocational Education Budget Spent To:	% of Districts in Each Category
A. <u>Support Existing Programs</u>	
75 or less	22%
76-85	24
86-90	19
91-95	22
96-100	11
Number of LEAs = 173	

B. <u>Improve Existing Programs</u>	
0-2	17%
3-6	20
7-10	27
11-15	20
15+	14
Number of LEAs = 172	

C. <u>Add New Programs</u>	
0	46%
1-2	17
3-5	13
6-8	11
9-20	13
Number of LEAs = 172	

D. <u>Add New Services</u>	
0	55%
1-2	16
3-4	7
5-7	12
8+	10
Number of LEAs = 172	

programs or services. Indeed, if one took literally the directions of Section 106(a)(5)(A)(ii) to give priority to applicants which "propose programs which are new to the area to be served and which are designed to meet new and emerging manpower needs. . ." less than one-fourth of the secondary and about one-half of the postsecondary LEAs responding could satisfy this criterion. Thus, while Federal funds may play an important role in enabling those LEAs to add new programs, VEA funds have apparently not encouraged large numbers of LEAs to undertake program expansion.

Sex Equity

Introducing efforts to promote sex equity in vocational education constituted one of the major new features enacted with the 1976 Amendments. The 1976 legislation explicitly authorized funds for overcoming sexual discrimination and sexual stereotyping in vocational education. While these authorized funds of limited amount are directed only to the state level, the Amendments included a number of comments and directives regarding sexual inequality in vocational education.

First, the legislation clearly stated that utilizing funds for eliminating inequality was a legitimate and proper use of Federal funds. States may spend funds under a number of sections to overcome sex bias.¹ Second, the legislation required that a state, as part of its state plan, describe its plan to overcome the problem of sex discrimination. A number of topics were to be included, ranging from data collection on sex equity to providing assistance to local education agencies interested in improving vocational education opportunities for women. States were to reserve \$50,000 from their basic grant for these issues. States were also to assign (at the state level) a full-time sex equity coordinator to carry out the plan.

While women have come to play an increasingly significant part in the work force, they face serious

hurdles to occupational success. Women are concentrated in low skill, low paying jobs with limited career ladders. Women with similar levels of educational and occupational training continue to earn lower salaries, and at times enter on a lower rung of the job ladder than their male counterparts.²

This pattern of sexual inequality in the labor force has been mirrored in public vocational education programs. In 1976, critics noted that sex segregation in vocational programs was severe. For years, homemaking and consumer education had been the almost exclusive domain of females, while boys have participated in traditionally male vocational education programs such as agriculture and industrial arts.³

With this in background in mind, PONVER asked LEAs about their efforts to promote sex equity in vocational education. Districts were asked if they had, during the current academic year (1979-80) expended funds on any special activities to promote sex equity in vocational education. Examples of special activities included assemblies, speakers, films, and workshops.

As Table VI indicates, 22 percent of secondary LEAs reported that they had expended funds for sex equity. At the postsecondary level, rates were higher; 40 percent of the districts reported expending funds in this area.

This low level of effort, if representative, suggests

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Table VI
 Proportion of LEAs Expending Funds to
 Promote Sex Equity, 1979-80

	SECONDARY	POSTSECONDARY
Expended Funds for Sex Equity	22%	40%
Did Not Expend Funds	78%	60%
	100%	100%

Number of Districts = 554 (secondary), 205 (postsecondary).
 Data Unavailable from 26 secondary and 6 postsecondary LEAs.

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that very few secondary students were exposed to programs aimed at eliminating sex stereotyping. Three-quarters of all the districts we studied did not report any activities. Moreover, when districts did undertake activities to promote sex equity, the programs tended to be modest. For example, we asked the districts which spent money on sex equity to list the cost and size of the program. Half of the school districts which reported expending funds spent \$500 or less during the academic year.

PONVER also asked district whether they had changed staffing patterns in order to improve the sexual balance of programs traditionally dominated by one sex. The proportion of districts which had reassigned teachers was very low. Only five percent of secondary and 20 percent of postsecondary districts stated that they had made such staffing changes. Among the few school districts which did reorganize staffing patterns, the number of teachers affected was low. The majority of districts had changes involving one teacher. The largest number of teachers involved in one district was six. All together, for the entire sample, fewer than 40 female teachers in secondary LEAs were hired or reassigned to non-traditional positions in vocational education. For secondary schools, the figure for male teachers was even lower, with only seven teachers being transferred to non-traditional positions in the 580 districts examined.

At the postsecondary level, hiring or reassigning staff to promote sex equity was more impressive. One-fifth of the LEAs reported they had hired or reassigned staff to meet sex equity objectives. Thirty together reported hiring 39 female teachers to staff programs traditionally taught by men -- primarily in technical, trade, and industrial programs.

Taken together, these results indicate that efforts at the local level to eliminate sex stereotyping and discrimination in vocational education are far from universal. About one-fifth of secondary and two-fifths of postsecondary LEAs reported organizing special activities to promote this issue. This conclusion is corroborated by data reported at the state level and displayed earlier in this statement. Data for 15 states sample that state and local agencies did not generally fund programs or services promoting sex equity in vocational education (aside from the \$50,000 in federal dollars which they were required to use for creating a state level office of sex equity coordinator for vocational education). Funds for sex equity personnel, displaced homemaker services, support services for women, and day-care services are all proper funding arenas under Section 120, but most states did not spend any money for these purposes. None of the states reported spending more than one-half of one percent for these purposes.

Access of the Underserved to High QualityVocational Programs

Senior PONVER staff were able to visit vocational programs in the largest cities of our country. Here are some of our observations.

Although there are high quality vocational education programs in all of the cities we visited, such programs are not available to all students who might wish to enroll in them. Access to high quality programs is not equally distributed, which is to say that students with certain characteristics have a much better chance of enrolling in high quality programs than students with different characteristics. Barriers of access to high quality vocational training continue to exist, particularly for special populations: minorities, women, the handicapped, and the disadvantaged, including limited English speaking students.

Vocational education is strongly hierarchical in quality. We saw programs that would do credit to four year schools of engineering. We visited programs of design that are possibly unparalleled in the world. We have seen lavishly equipped facilities, dedicated faculty, and hard-working students. Senior members of the project, all of whom have spent years as members of educational institutions, found some vocational training activities to

be more exciting, and to attract more loyalty and commitment of faculty and student body alike, than any academic education activity they were aware of. It is in such institutions that completion and placement rates run up to very high levels.

At the other end of the spectrum, we have visited institutions that have only recently dropped car washing from the curriculum and that show dry cleaning as the most popular program (only three percent of completers got jobs, we were told, but anyway the students could clean their own and their neighbors' clothes). We have seen welding shops in which the cloths are falling over from rust. We have seen a masonry shop empty of measuring tools but full of the students' dirty work clothes, tossed carelessly on the floor and in the closet. We observed students asleep at their desks and classrooms almost row after row empty for absence of instructors. Which is all to say that vocational education in our cities reflects the strengths of our technology and our culture and reflects the physical and spiritual erosion of concentrated poverty as well.

The geographic location of high quality vocational programs is a major factor in access in some cities. Although programs of superior quality may be ostensibly open to students from throughout the school district, many of these programs are located in facilities that are distant from concentrations of particular kinds of students.

Consequently, access is restricted.

Restricted access is also due to arbitrary limitations on the size of some programs. In New York City, for example, 12,000 students who applied for admission to the city's vocational high schools were unable to be accommodated in any of their first three choices of schools -- and only three choices are allowed. One of these schools, Aviation High School, reportedly had 5,000 applicants for 750 places.

In part, this is a problem of insufficient resources to expand programs, but the impact of the problem is borne disproportionately by special populations. Because the programs are high quality and because they are oversubscribed, admission is frequently competitive and depends largely on academic achievement and mastery of basic skills. Unfortunately, because the district does not have the resources to expand offerings of vocational high schools, there is no incentive, and indeed even a strong disincentive, to provide additional remedial instruction that would qualify a disadvantaged student for admission.

A second reason for limiting enrollments in some high quality programs is the need to adjust program enrollments to labor market demand. Therefore, some programs will be restricted in order to avoid training too many people for a limited number of jobs. While limited employment opportunities present an impediment to program expansion that is outside the purview of the vocational education

system, again the impact is borne disproportionately by special populations as school districts ration slots in these programs using competitive admission criteria.

Many of the vocational high schools and shared-time area vocational centers have admission requirements that bar less well-prepared students from high quality vocational programs, even when limitations on enrollment are not required by internal or external conditions. Such requirements include scores on standardized aptitude or intelligence tests, grade point averages, attendance record, and personal characteristics of applicants, as determined in interviews.

Similarly, some vocational programs, particularly more technical programs, in the comprehensive high schools and the shared-time vocational programs and centers, have admissions requirements and often require specific preparation in math or science. Admission criteria are established for the more technical programs at the postsecondary level as well.

For significant numbers of disadvantaged students, including those who have limited English, admission requirements effectively restrict access to high quality vocational programs. Many disadvantaged students lack the preparation, either in basic skills or in course work prerequisites, that would enable them to meet the admission standards of these programs. But to suggest that entry

requirements be abolished totally is not the answer.

The solution to this problem, as we see it, is twofold. The first task is to distinguish between admission criteria that predict program completion and that would serve to predict successful job placement in a non-discriminatory labor market and those other admission standards that are either irrelevant or discriminatory by race, sex, disadvantage, or handicap. (Naturally, vocational instructors and administrators have opinions about what kinds of students are "good to work with," and especially when interviews are used in the screening process, subtle forms of bias are likely to creep in.) Once one arrives at a set of admission requirements that do predict program completion and job placement, it would be foolish to use them; otherwise, good programs degenerate into "revolving door" operations that frustrate and disappoint students and faculty alike.

The job does not stop, however, with identifying appropriate criteria. The next steps are to help students who lack qualifications to gain them within a reasonable period of time, and it would seem especially appropriate that Federal money be used for this purpose. We further suggest that program administrators reserve places in over-subscribed programs for members of target populations who possess or acquire the necessary qualifications for entry.

A Preliminary Sketch of New Legislation

If it should be agreed that the Federal government's responsibility in vocational education should embrace the objectives of quality enhancement and access to advanced programs for the underserved, I suggest a bill in three titles would be the appropriate instrument.

Title I. Under Title I, a Federal appropriation would be made for the general support of "advanced programs." As a proper definition of advanced programs is the key element of this title. I suggest the definition be first considered in terms of the concept of occupationally specific programs of the National Center for Educational Statistics:

"The program area differences noted earlier may reflect differences in prerequisite requirements as well as in student intent in choosing vocational education instruction. The concept of occupationally specific enrollments permits these differences to be quantified. Occupationally specific programs are those programs offered at or above grade 11 which purport to impart entry level job skills for a specific gainful occupation. Excluded are all programs in Industrial Arts and Consumer and Homemaking areas, as well as prevocational, counseling and guidance, and cluster programs. By limiting consideration to occupationally specific enrollments, one can focus on those vocational students who would be expected to have the most immediate and planned impact on the gainful labor market."

But this definition does not take us far enough. I would propose the following additional elements to define advanced programs - meaning high quality programs in vocational education:

- at the secondary and adult level, students must have

at least two contact hours per day in the programs and the programs must cover two full academic years of study;

- at the post secondary level, students must have at least two contact hours per day and the programs must cover at least one full academic year;

- the programs at both secondary and post-secondary levels must establish prerequisites of 8th grade level in English and mathematics;

- the programs must be able to demonstrate involvement with employers, meaning that employers make contributions in cash or kind to the programs. Involvement must go beyond the establishment of an advisory committee. A cooperative program would ordinarily serve to meet this requirement.

In addition to these requirements as stated, every advanced program should be required to submit annual reports that display the following kinds of data: program completion and the award of a license or certificate; numbers of students continuing their education; and placement of students in a job related to training. Further, each advanced program should be subject to a detailed review within a five-year period of time. The review should consider the degree to which the program is responsive to labor market demands, the effectiveness of the program in reducing sex stereotyping, and whether the program has a balanced enrollment of the underserved, as defined in Title II. The program should be evaluated also in terms of whether it was providing training that helped students enter fields

with good prospects for high earnings. Each state should be required to develop minimum criteria for the selection and continuation of a program in advanced standing. In short, I believe it possible to develop and administer a set of criteria under which advanced, or high quality programs, could be distinguished from ordinary programs.

Once such programs were identified, Federal Title I money would flow to the institutions housing them in proportion to their number of student contact hours. If, for example, a given regional occupational center had 10 per cent of the statewide total of student contact hours in advanced programs, it would get 10 per cent of Title I funds. Weighting of contact hours should be optional, in my opinion, on the part of the states. Weighting should be confined, in any case, to instances where data are available by local district. Examples are local fiscal capacity and AFDC count. States that possessed the appropriate analytical capacity might wish to include weights to recognize differences in necessary costs by program.

The main state administrative activity under Title I is to certify and monitor programs of quality in vocational education. Otherwise, Title I would be largely self-administered. It would provide an incentive for program administrators to raise standards of quality.

Title II. This title is to improve access for groups that have been traditionally underserved in vocational education. I would define the underserved to include the

following persons: economically and academically disadvantaged, handicapped, limited-English speaking, persons who seek work that is unconventional for their sex, displaced homemakers, and displaced workers.

Title II funds would flow to the institutions that contain advanced programs under two criteria:

- at the secondary and adult level, in proportion to completions of members of the underserved groups in advanced programs, relative to statewide totals of completions of the underserved in advanced programs;

- at the post-secondary level, in proportion to enrollments of the underserved groups in advanced programs, relative to statewide total enrollments of the underserved in advanced programs.

There would be one qualification to the above distribution. No institution would earn Title II funds under the sex equity distribution unless it had an enrollment of the underrepresented sex of between 15 and 35 per cent.

Assuming a reasonable relationship between appropriations for Titles I and II, the per student awards under Title II would be considerably greater than under Title I. This should create an incentive of some power to take whatever steps are necessary to enroll members of the underserved groups in advanced vocational programs. The steps would include the provision of remedial programs in basic subjects where needed. By encouraging enrollment of the underserved in advanced programs, the Federal government

would be taking strong action to improve the job prospects for persons who normally face some difficulty in entering the mainstream economy.

Title III. In certain cases, however, the incentives of Title II may be insufficient. I refer to cases where underserved groups lack access in the geographic sense to high quality vocational programs. Within a reasonable commuting area, there may be no training facilities at all, or none that meets modern standards of laboratories and equipment. This kind of lack of capital may lie beyond the apparent capacity of state and local governments to fill, and it may blunt the effectiveness of Title II distribution.

Therefore, I would propose in Title III that the Federal government and the states enter a 75-25 per cent partnership to issue bonds in support of vocational facility construction and equipment (or re-equipment). A Federal appropriation of \$300 million annually could yield an investment of some \$2.5 billion.

No funds, except administrative, should be spent under Title III in the first year of the Act. Rather, each state should be called upon to make a thorough survey of the conditions of physical access of underserved groups to advanced training programs. The survey should allow for public participation, and it should document all instances where physical access to a range of advanced programs in vocational education was not reasonably available to members of underserved groups in both urban and rural areas.

Upon completion of the survey, each state should prepare a comprehensive project application for Title III funds, under which the state presented a strategic plan to reduce denial of physical access for underserved groups to the maximum feasible extent, relative to the state's allotment under Title III. Once approved under a process of Federal review, the projects in the plan could go forward as the Federal and state bonds were issued.

This outline of Federal involvement in vocational education stresses simplicity and consistency. It seeks to strengthen the incentives of state and local authorities to operate high quality programs and to make these programs available in an equitable manner to the groups in the country that need training for work.

NOTES

1. Legislation permitted expenditures to promote sex equity under both Section 120 and Section 130 funding sources. Section 120 would normally be directed to program innovation or special services, while Section 130 funds would be directed to research, counseling, and other issues.
2. Bureau of the Census, Social Indicators III: Selected Data on Social Conditions and Trends in the United States, Washington, 1980.
3. Advisory Committee on the Rights and Responsibilities of Women, The Vocational Preparation of Women, Washington, Department of Health, Education, and Welfare, 1975.

Appendix I

"Descriptive Study of the Distribution of Federal, State and Local Funds for Vocational Education: Final Report,"
Project on National Vocational Education Resources (PONVER)
University of California, Berkeley, September 1981

SUMMARY OF MAJOR FINDINGS BY CHAPTER

Chapter II: Data Collection

1. Despite the establishment of the Vocational Education Data System (VEDS), there still is no complete, carefully verified, centralized source of data for planning and evaluating federal policy for vocational education. While VEDS has brought badly needed standardization to the collection of data, as well as improvements in the accuracy of reporting, VEDS does not readily supply much of the information needed to analyze the distribution of federal VEA funds. Most serious among VEDS shortcomings is its failure to report any information by eligible recipient.
2. Most states lack management information systems sophisticated enough to report reliable data for vocational education on an annual basis. Only a few states have fully computerized data systems, and most still rely on paper to transmit substantial amounts of data. There is a strong need for technical and financial assistance to improve states' data management capabilities.

Chapter III: Distribution of Federal Vocational Education Funds to the States

3. The formula specified by legislation for distributing VEA funds to the states does not target funds effectively. A state's allocation bears no relationship to the size of its vocational education program, its state and local expenditures for vocational education, the number of students with special needs enrolled in vocational education, or the economic conditions of the state.
4. The two factors determining the distribution of VEA funds to the states, age distribution of the total population and per capita income, direct more funds per capita to southern and western states with relatively low rates of unemployment and away from the northeastern and northcentral states with higher rates of unemployment.

Chapter IV: Distribution Procedures Used by States to Allocate VEA Funds to Eligible Recipients

5. The failure to resolve serious ambiguities and contradictions in the language of the legislation affecting the distribution of funds by states to eligible recipients has produced much confusion among states as to what constitute acceptable procedures for allocating VEA funds.

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6. As of 1978-79, no state was using a funds distribution procedure free of technical difficulties, arbitrary judgments, unexplained calculations, questionable interpretations of federal law, or inaccurate or inappropriate data.

Chapter V: Patterns of Funds Distribution Within States

7. In none of the twelve (12) states selected for analysis was there any systematic linear relationship between the amount of VEA funds allocated to an eligible recipient and measures on the various factors Congress specified for determining the distribution of funds -- location in an economically depressed area, offering new programs, relative financial ability, and concentrations of low-income families or individuals. This finding holds for both secondary and postsecondary programs.
8. At the secondary level, seven (7) of the twelve (12) states studied did, on the average, direct more VEA revenues per student to LEAs with below average relative financial ability, above average unemployment rates, and above average concentrations of low-income families. However, in these states the pattern was not consistent across LEAs.
9. At the postsecondary level, none of the six (6) states examined consistently allocated more VEA funds per student to eligible recipients with above average unemployment rates, below average relative financial ability, and above average concentrations of low-income families. Results were mixed when each of these factors was examined individually.
10. For both levels, and especially for postsecondary programs, several of the factors specified by legislation and regulations for determining the distribution of funds are not readily measured for school districts whose boundaries do not coincide with municipal or county boundaries.
11. Even when states technically satisfied the instructions to concentrate resources in school districts with particular characteristics, the degree to which they met these requirements varied greatly, with some states allocating only ten percent more per student to districts with above average concentrations of low-income families, while another state allocated twice as much per student.
12. Where some federal funds were allocated in accordance with the factors specified by law, the resulting pattern of federal funds was often offset by the distribution pattern of state and local funds.

Chapter VI: Funds Distribution Further Considered: Services by Function and by Client Population Served.

13. Although P.L. 94-482 specified 13 different activities on which states may expend funds allocated under Section 120, on the average for the U.S. as a whole, states allocated over 80 percent of these funds for supporting on-going vocational programs and approximately 10 percent for state and local administration.
14. With respect to the requirements that states allocate 10 percent and 20 percent of funds allocated under Subparts 2 and 3 for programs serving the handicapped and disadvantaged, respectively, few states allocated significantly more than these minimum amounts, and some allocated less.
15. States allocated substantially greater portions of federal funds than state and local funds to programs for the handicapped, the disadvantaged, and students with limited English proficiency.
16. In a survey of local education agencies (LEAs) in ten states, twenty percent of the secondary LEAs and nine percent of the postsecondary LEAs did not receive VEA funds in FY 1979. The most frequently cited reason for not receiving funds was insufficient staff and resources to prepare proposals, followed by failure to apply because data requirements are too burdensome. Sixty-four percent of secondary LEAs said they had handicapped students mainstreamed in regular vocational programs, but only percent of all secondary respondents said they incurred excess costs for mainstreamed students. Twenty-two percent said they incurred excess costs for handicapped students enrolled in special programs.
18. Eighty percent of postsecondary LEAs reported having handicapped students mainstreamed in regular vocational programs. Thirty-seven percent said they incurred excess costs for mainstreamed students, and 29 percent reported excess costs for handicapped students in special programs.
19. Over 70 percent of secondary and 90 percent of postsecondary LEAs had disadvantaged students participating in regular vocational programs, but only 23 percent and 42 percent, respectively, incurred excess costs for these students.
20. Seventeen percent of secondary and 50 percent of postsecondary LEAs said they had vocational education students with limited English proficiency, but only four percent and 20 percent, respectively, said they incurred excess costs for these students.

21. In half the secondary LEAs incurring excess costs, total federal assistance to cover these costs was less than \$3,550 for mainstreamed handicapped students, less than \$6,000 for mainstreamed disadvantaged students, less than \$11,000 for handicapped students in special programs, less than \$15,000 for disadvantaged students in special programs, and less than \$5,500 for students with limited English proficiency. Comparable figures for postsecondary were typically two to three times higher.
22. Twenty-two percent of secondary and 40 percent of postsecondary LEAs reported spending funds to promote sex equity. In half of these secondary LEAs, expenditures amounted to less than \$500; in half the postsecondary LEAs, expenditures were less than \$4,800.
23. Five percent of the secondary and 20 percent of the postsecondary LEAs said they had hired or reassigned teachers to promote sex equity.
24. Twenty percent of secondary and three percent of postsecondary respondents reported that their total budget, including VEA funds, was used to maintain existing programs.
25. Thirty-eight percent of secondary and 48 percent of postsecondary LEAs reported using at least seven percent of their total budget to improve programs.

Chapter VII: Program Participation and Program Offerings

26. Relative to their numbers in the larger student population, minority students are generally underrepresented or proportionately represented in vocational education programs at the secondary level; however, at the postsecondary level, minority students are substantially overrepresented in several states.
27. Relative to their numbers in the larger student population, girls are overrepresented in consumer and homemaking programs, while boys dominate trade and industrial programs, as well as the largest agriculture programs. Additionally, women are underrepresented in most postsecondary technical programs.
28. Relative to their numbers in the larger student population, black students are generally overrepresented in occupational consumer and homemaking programs and underrepresented in trade and industrial programs.

29. Relative to their numbers in the larger student population, disproportionately small numbers of handicapped, disadvantaged, and limited English proficiency students receive special services while enrolled in vocational education. Whether these students are actually underrepresented in vocational education cannot be determined because states are instructed by VEDS to count only those students receiving special services funded with VEA monies.
30. When vocational education programs were ranked in terms of employment opportunities and average expected wages, analysis of programs in five states revealed that women were consistently concentrated in programs with a large number of job opportunities but with low wage expectations. A similar but considerably weaker pattern was observed for minority students enrolled in vocational education.

Chapter VIII: Vocational Education in Large Cities

31. During site visits to seven large cities, it was observed that vocational education programs in vocational high schools or in shared-time area schools were generally superior to those in comprehensive high schools.
32. Access to high quality vocational education programs for minorities, women, the handicapped, the disadvantaged, and students with limited English proficiency is often impeded for at least one or more of four reasons: 1) geographic isolation of programs, 2) limitations on program enrollments, 3) program admission requirements, and 4) restricted job entry.
33. As a general rule, VEA funds have no direct, easily identified effects on either the quality of vocational education programs in the cities or the access of students with special needs. In most cities, the federal dollar is not easily distinguished from state or local dollars. There are, however, notable exceptions, and in both Boston and New York City, local officials gave evidence of activities that would not have been possible without VEA funds.
34. Local economic conditions play a major role in determining the effectiveness of vocational education in placing students in jobs.

Chapter IX: The Future Interest of the Federal Government in Vocational Education

35. Existing federal legislation for vocational education suffers from four major deficiencies: 1) ambiguous objectives and ineffective administration, 2) ineffective matching requirements, 3) excessive data collection and reporting, and 4) inadequate coordination with other federal policy concerning education and occupational training.

Testimony of
Larry Brown, President
70001 Ltd.
The Youth Employment Company
October 25, 1983

Chairman Stafford, Members of the Subcommittee, I am Larry Brown, President of 70001 Ltd., The Youth Employment Company and Chairperson of the National Youth Employment Coalition Legislative Policy Task Force. Thank you for the opportunity to testify as you consider legislation to extend and revise the Vocational Education Act. As America searches for ways to revitalize our 200-year tradition of excellence, the issues of education and employment are of crucial importance. The Vocational Education Act is poised between them, holding great potential to bring productive employment to all citizens.

As we begin our discussions, it is important to keep in mind that the Vocational Education Act provides only 11 percent of total voc ed funding;¹ the remainder comes from state and local coffers. The federal contribution, therefore, does not drive the nation's vocational education system. At best, the Vocational Education Act stimulates innovation, helps establish priorities, and ensures equitable services. Congress has recognized the unique role of the Act for more than 65 years. In reauthorizing the Act, we believe this role should be continued.

The issues of innovation, priorities and access are central to 70001's perspective. But first, it may be useful to provide a brief history of 70001 and our involvement in education for employment. For the past fourteen years, 70001 has been preparing a very special group of young people -- high school dropouts -- for the world of work and placing them into jobs. Since 1976, when 70001 Ltd. organized as a national public service corporation more than 19,000 young dropouts have been placed, all of them into jobs with private employers. This figure represents 80

percent of training completers. It is not an easy task. Most of the young people who enroll in the more than 50 programs in the 7001 network are 18 years old or younger, from minority groups and female. Almost one-third are parents and 7 percent have more than one child. More than 30 percent are from families receiving AFDC payments; half are from families where neither parent graduated from high school. Eighty percent read below a ninth grade level and many are functionally illiterate. Few have ever held a job for more than two months and more than a third have never been gainfully employed.

These young people are the bedrock of a potential American underclass -- citizens who lack the educational and occupational skills to gain a permanent foothold in an increasingly competitive American labor market. The faces of the underclass are disproportionately minority and female; their opportunities for employment exceedingly small. Without a major and sustained national effort -- with vocational education in a central role -- we will have written a premature epitaph for the futures of literally millions of young women and men.

This need not be so, however. Many billions of dollars have been spent by government and private organizations to help the disadvantaged bridge the abyss of unemployment. Vocational educators can point to many thousands of success stories. 7001 and similar community-based organizations have been a lifeline to many others. Yet failures are conspicuous. The nation's educational system is under attack while unemployment among the young remains frighteningly high.

Reauthorization of the Vocational Education Act offers yet another opportunity to address these issues legislatively. But our success or failure will depend as much on our attitudes as on our abilities to write new laws. To create a vocational training system of which we can all be proud, attitudes such as trust, cooperation and persistence will make all the difference. Neither vocational education nor CBOs such as 70001 can by themselves solve the nation's unemployment crisis. Each of us brings important resources to the battle; together we can succeed. For much too long those of us in the employment training field and America's educators have labored in separate vineyards.

With these points in mind, I would like to offer the following suggestions on several points that are especially relevant to reauthorization of the Vocational Education Act. Of these, I single out two -- literacy training and the role of community-based organizations -- that deserve particular attention.

Literacy Training

Twenty percent of American adults cannot read, write or count well enough to hold a steady job. Nearly a million youngsters each year, most lacking basic academic skills, drop out of school. Minority youngsters in many areas fail minimum competency tests in alarming numbers. These statistics are well-known and it is to the credit of the American people (and in particular the recent report from the President's Commission on Educational Excellence) that efforts are under way to do something positive about them.

But tougher standards and higher pay for teachers are not the complete answer. Vocational educators have expressed reluctance to take on the task of providing remedial education. Their skepticism has its merits, for it is a fact that many thousands of young people are simply not suited for the traditional classroom (vocational or academic) environment. Cracking the academic whip will do little for youths who are fundamentally illiterate, suffer emotional or physical handicaps, are single parents, or must hold full-time jobs to meet basic economic needs.

To bolster the academic skills of the complete range of vocational students requires innovation and cooperation. Many community-based organizations, for example (70001 included), have had encouraging success upgrading the academic skills of the economically disadvantaged and the limited-English speaking. When these alternative classrooms are linked with vocational training, the results are impressive.

The Vocational Education Act should be modified to emphasize literacy training through funding earmarks and incentives. These should include community-based organizations with proven track records. No country whose citizens cannot read and write will sustain economic growth.

Community-Based Organizations

Community-based organizations such as 70001, OIC of America, the National Puerto Rican Forum, and the twenty-three members of the National Youth Employment Coalition, have proven over the years that they do some very important things very well. These include partici-

parent recruitment and referral; counseling; work-readiness training; basic academic instruction; and motivation. Because so many of these services are crucial in vocational education, the role and importance of community-based organizations should be spelled out in the Vocational Education Act.

Community-based organizations are in an excellent position to serve in-school as well as out-of-school youth. Potential dropouts with marginal attendance records, for example, have had their desire to learn re-ignited through special counseling, job placement, and other services provided by CBOs. In other cases, vocational schools have contracted with CBOs to assist out-of-school youth. For example, the Hennepin County, Minnesota Vocational Technical Center operates a 70001 program that is a successful transitional mechanism for young dropouts who, without some special assistance, are unprepared to enter the vocational classroom. This partnership has resulted in a fully integrated employment training system able to serve young people from all backgrounds. The arrangement is also cost-effective. The vocational school, for example, makes its sophisticated assessment center available to 70001 and provides classroom and activity space, as well as such costly necessities as support staff, utilities, bookkeeping and copying services.

Funding for the Hennepin 70001 program was provided under CETA and continues under JTPA. More such partnerships should be encouraged, however, through strengthened language in the Vocational Education Act that provides the funds and the incentives to make them work.

Targeting

In this time of fiscal austerity for social programs, the funds that remain must be directed to help those in greatest danger of becoming permanently excluded from the labor market -- the economically disadvantaged, those with limited English skills, the handicapped, high school dropouts, teenage parents, and residents of urban and rural poverty areas. Without federal prodding and financial incentives, the vocational education system has not served these groups well. Only 15.2 percent of all elementary and secondary voc ed students are from poverty backgrounds,² a percentage that steadily declined during the late 1970s.³ Other studies have shown that vocational students do not have measurably fewer reading or writing skills than other high schoolers, refuting the "dumping ground" theory but indicating less than adequate attention to the educationally under-privileged.⁴

I mentioned earlier that a major function of the Vocational Education Act is to set priorities. Much research is available that shows state and local voc ed agencies are earmarking less money for special needs groups.⁵ Congress cannot control these funds directly. but a strong targeting formula can be added to the Vocational Education Act that will replace some of these funds while establishing the intent of Congress that vocational programs make determined effort to serve those with special needs. The present category for the disadvantaged should be greatly expanded and it would not be too much to ask that the entire Act be focused on the disadvantaged and others facing serious obstacles to employment.

Coordination with JTPA

I stated earlier that no single institution can ensure employment training opportunities for all Americans. In our effort to create a coordinated system that comes closer to this goal, the new Job Training Partnership Act is a crucial resource. Closer coordination between vocational education and employment training is not a new issue: indeed, it crops up regularly when new legislation is being discussed. It is a common-sense notion, but one which has generated more than its share of controversy. But we can no longer accept, either morally or economically, a two-track system that is both separate and unequal. Vocational education funding (including state and local contributions) amounts to more than \$7 billion a year and serves primarily a middle class (85%), white (76%), population.⁶ JTPA, on the other hand, is funded at less than \$2 billion in fiscal year 1984 and must address the manifold needs of nearly 10 million jobless Americans. Unless it can tap other education and employment resources, JTPA will be unable to provide meaningful services and ultimately will become the scapegoat for its own failures.

Coordination between vocational education and JTPA can be accomplished in many ways: through earmarks, incentives, mandates, joint planning or a combination of these. The 22 percent set-aside for schools under the Youth Employment and Demonstration Projects Act (YEDPA) was not an overwhelming success, so we must be careful in designing new linkages. But however it is done, coordination is essential.

Skill Training

The basic goal of vocational education is to equip citizens with appropriate occupational skills. But vocational training must be matched to genuine employer needs. In this effort, vocational educators have been reasonably successful, although researchers still argue about the ultimate impacts. A 1980 report by the National Commission on Education Statistics, for example, found that 14.3 percent of male high school seniors enrolled in vocational programs were jobless, compared with 18.3 percent of the general population of male seniors. For women, however, unemployment rates were identical.⁷ On the other hand, according to a three-year report by the National Institute of Education, vocationally trained students are "likely to be employed in a job related to their training and less likely to experience unemployment than the students in the general curriculum."⁸

By amending the Vocational Education Act, Congress can improve this track record, especially in placements of the disadvantaged. The Private Industry Councils, newly strengthened under JTPA, should have a role in determining the design of vocational programs hiring and needs as they relate to local employers. This input could be provided through requirements that PICs certify that skills training courses are necessary and likely to lead to unsubsidized private sector placements. Such a sign-off provision would not only increase the match between programs and jobs, but also ensure equitable services and placements for the economically disadvantaged and other special needs citizens served under JTPA.

Equity of Services

Because unemployment among minorities and females is not abating, even with improvements in the economy, equitable services mandates under the Vocational Education Act must be greatly strengthened. Several attempts have been made to improve services to women, but in general, vocational education continues to perpetuate old traditions. A study by the National Commission for Employment Policy, for example,⁹ found that 50 percent of working women are in 17 traditionally female occupations, 13 of which are the focus of standard vocational programs. These programs, in turn, continue to enroll female students almost entirely. The National Center for Education Statistics found that women make up from 75 to 90 percent of the enrollments in home economics, health and consumer, and homemaking courses.¹⁰ Men, on the other hand, still dominate program in industrial arts, technical, trade and industrial and agricultural science. Through either incentives or mandates, the Vocational Education Act must be shaped into a forceful weapon to combat the increasing "feminization" of poverty.

There is little evidence that sex equity requirements of the 1976 Vocational Education Amendments have been enforced. A 1981 study by the National Commission for Employment Policy found that where sex equity regulations have been enforced, the number of females in nontraditional vocational training has increased. But the commission found "little movement" in state compliance with legal requirements to appoint sex equity coordinators to spell out in five-year plans how sex bias will be overcome.¹¹

The situation is similar for blacks and other minorities. NCES data reveal that more than 61 percent of black females are enrolled in home economics or homemaking courses, while 23.8 percent of black males are in trade and industrial programs. Blacks are "underrepresented" in the growing technical training field, NCES observed.¹²

70001 recommends that the equitable services provisions of the Vocational Education Act be retained and that states not receive funding until an equitable services plan has been implemented. To improve services to women and minorities, vocational schools need assistance as well as mandates. In this effort, community-based organizations can play a valuable role in recruitment, counseling and support services.

Youth Groups

Vocational clubs such as 4-H, Future Farmers of America and Distributive Education are an important part of the lives of millions of young Americans. 70001 itself grew from the roots of one of the largest vocational organizations, the Distributive Education Clubs of America. For the first seven years of its existence, 70001 was a division of DECA, serving school dropouts in much the same way as DECA chapters in the nation's high schools. Vocational student organizations generate teamwork, self-respect, peer support and a sense of belonging that are powerful motivators for success. The importance of vocational clubs has long been recognized by Congress and been supported in the Vocational Education Act. This support should continue.

While it has yet to enjoy official recognition by Congress in the Vocational Education Act, the Seventy Thousand One Career Association (SEVCA) is nearly identical to other vocational student organizations. SEVCA is the only organization in America exclusively for school dropouts.

Through SEVCA, 70001 participants contribute to the quality of community life while learning the joys and responsibilities of working with others. Members are involved in a variety of career and civic activities: visits to nursing homes; town clean-ups; food drives; charity fundraisers; plant tours; career speakers; and others. SEVCA is one of the truly unique aspects of 70001, a genuine motivator and a way to break down negative community stereotypes of dropouts. 70001 asks Members of Congress to consider including SEVCA as a recognized vocational student organization in the revised Vocational Education Act. Such recognition would tell dropouts they are worthy citizens and would provide the support necessary to fully realize SEVCA's potential.

Supportive Services

Successful vocational training depends only in part on quality instruction; it depends as well on the availability of supportive services to address the entire range of employment barriers faced by potential students. Child care, transportation, counseling, remedial education, work-readiness training, placement follow-up -- these kinds of services often spell the differences between success or failure for vocational education students, especially those from disadvantaged backgrounds.

70001 believes the supportive services provisions of the Vocational Education Act should be given additional emphasis. This can be accomplished through additional funding or requirements that students have access to whatever additional services are necessary to counter special employment barriers. Because special needs students are so often females or minorities, supportive services requirements should be given the same serious attention as affirmative action. The two go hand-in-hand: a equitable services program is useless unless students get the extra help they need.

The overwhelming importance of supportive services is demonstrated every day by every program in the 70001 network. No one is paid to participate in 70001. Instead, the emphasis is on creating an environment that recognizes achievement, provides quality training, and offers reasonable prospects for employment. 70001 discovered many years ago that helping a young mother arrange for child care had a greater impact on her motivation than paying her to attend the program. Visiting with a young dropout for the first several weeks after job placement has proven more effective than subsidizing his or her employer. In short, support services must not be viewed as an add-on or frill, but as a fundamental component of quality vocational education for the disadvantaged.

Targeted Jobs Tax Credit

The Targeted Jobs Tax Credit is an attractive incentive for employers to hire hard-to-place individuals, yet is little used for a variety of

reasons. Amendments to the Vocational Education Act should encourage greater involvement in TJTC by vocational schools and thus increase placements of the economically and socially disadvantaged. Vocational education schools already are serving many of the groups to whom the TJTC applies: cooperative education students; Vietnam-era veterans; economically disadvantaged youth; welfare recipients; the handicapped; Work Incentive (WIN) and AFDC recipients; certain ex-offenders; and Supplemental Security Income (SSI) recipients. Language should be added to the Vocational Education Act to improve coordination of TJTC placements through joint efforts by voc ed schools and Private Industry Councils. Under JTPA, the PICs now have joint planning responsibilities with the Employment Service. Coordination among vocational education, JTPA and the Employment Service would be a major step forward in the creation of a unified placement system that will use TJTC to its fullest potential.

Summary

It is no coincidence that vocational training was the beneficiary of the federal government's first categorical education aid program, the Smith-Hughes Act of 1917. It was, instead, clear-headed recognition of vocational education's pivotal importance in the social and economic health of America. The Smith-Hughes act was passed during a period of massive change and innovation. A similar revolution is taking place today. In many places, the vocational education system is already taking an active role; elsewhere, it remains mired in the past. In rewriting the Vocational Education Act, Congress can do much to

establish new priorities, spur innovation and ensure access for all. It will be a tough job, however. For just as vocational education is being called upon to train workers for new technologies, it is being asked as well to reach out to the millions of Americans being left behind. The danger, of course, is that vocational education will be over-extended, unable to do either task well.

Nonetheless, 70001 believes that both challenges must be squarely faced. This can be done not only through adequate funding, but also through linkages with other institutions: employers, government, colleges and universities, community-based organizations, labor unions and academic high. The Vocational Education Act must provide the structure for those contributions. Together, we can build a bridge to a more productive America that is wide and strong enough for all.

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Statement of Carole M. Johnson
Colorado State Board for Community
Colleges and Occupational Education
before the
Subcommittee on Education,
Arts, and Humanities of the Senate Committee on
Labor and Human Resources

October 25, 1983

Chairman Stafford, Members of the Committee:

My name is Carole Johnson. I am the Branch Manager for Special Programs, Occupational Division, Colorado State Board for Community Colleges and Occupational Education. My responsibilities include management of the Vocational Education Act (VEA) set-asides for the disadvantaged and handicapped, special programs for the disadvantaged, special secondary cooperative vocational education programs under the Colorado Vocational Act, and, under contract with the Governor's Office, portions of Job Training Partnership Act (JTPA) 8% and Title III programs. Over the past fifteen years I have worked in vocational education, special education, and employment and training programs at the local, state, and national levels.

Thank you for the opportunity to appear before you to discuss some of the significant issues surrounding the reauthorization of the Vocational Education Act of 1963, as amended.

In keeping with your request, my remarks will be given in two parts: Comments regarding the strengths and weaknesses of the current Act and suggestions for provisions for the new legislation.

STRENGTHS AND WEAKNESSES OF THE CURRENT ACT (P.L. 94-482)

Strengths

The strengths of the Vocational Act can be divided into two subcategories; what has worked, and what has worked moderately well.

What has worked well

1. The provision for designation of a sole state agency, as determined by state law, is a concept which has worked well in most states. Because of the diverse nature of vocational programs, the varied needs and composition of business and industry within the states, and the diverse characteristics and needs of each states' residents, it is essential that a single policy making body coordinate and be responsible for the administration of these programs. This concept is directly related to state autonomy and the states right and responsibilities for the education of its citizenry.

RECOMMENDATION: Based on my experience in both a single purpose and dual purpose state agency, I believe state law should continue to determine the entity responsible for the administration of state and federal vocational education legislation and expenditures.

2. Current supplement not supplant provisions, by and large, have also worked well. State and local commitments to vocational education have been maintained, and expanded.

RECOMMENDATION: Retain the provision.

3. The maintenance of effort provisions essentially have worked well. With a few exceptions, state and local commitments for vocational education have continued. However, in some communities where severe economic dislocations or natural disasters have occurred, the maintenance of effort provisions have caused hardship.

RECOMMENDATION: Slightly increased flexibility, in the 7 - 10% leeway range, would allow states to address these few exceptional cases.

4. The matching requirement has worked very well to stimulate additional state and local support for vocational education. The extent to which it has worked is evidenced by the average over match of 10 - 1 state to federal dollars. However, as one would expect, there are wide discrepancies among states. For example, in 1981, the federal contribution represented 2.3% of all vocational education expenditures in one state while in another it represented 21%. The extent to which the over match has been achieved has been based on state priorities. The costs associated with tracking and documenting the match, however, have increased, particularly at the local level.

RECOMMENDATION: Now may be the time to re-evaluate the need to retain the general matching requirement or at least the documentation requirements contained in regulation or field memorandum.

5. The sex equity provisions have worked moderately well. Increases of nontraditional enrollments, while small, have been comparatively significant. While the shifts in enrollment patterns have not been overly

dramatic, progress has been made, particularly in the past two years. States have varied in their level of commitment to the equity provisions with, according to the NIE Substudy, New York, California, and Washington state demonstrating the greatest fiscal commitment and progress. It is my belief that the intent of the Congress, as I interpret it, has begun to be realized.

The equity provisions may have had a significant spin-off effect as well. There has been a dramatic increase in the number of females in upper level administrative positions at both the state and local levels in vocational education in the last three or four years.

What has worked moderately well

1. The set-aside provisions for serving handicapped and disadvantaged students have worked moderately well. In the early years of implementation, particularly 1976 through 1979 to 1980, a good deal of confusion existed. This confusion was especially evident with regard to definitions of the populations to be served, types of programs to be supported, data collection and analysis, the excess costs concept contained in the regulations, definition of appropriate matching, concomitant set-asides from Sub-part 3, and methods of fund distribution to local communities. In part, as a result of this confusion funds were returned to the federal government or continually carried over from year to year under the Tydings Amendment. The rate of return or carry-over has decreased during the past two years due to greater clarity on these issues provided by the U. S. Department of Education.

Despite these issues U. S. Department of Education reports indicate increased numbers of handicapped and disadvantaged students have begun to be served in vocational education. In my estimation, there has been a substantial improvement in the quality of services offered and in the attitudes held by vocational educators regarding provision of services to special populations.

There remain however, a substantial number of "Catch 22" type issues with regard to set-asides. The first is who is to be served. The second is how they are to be served.

Currently the set-asides apply to the educationally and economically disadvantaged, the limited English proficient, and handicapped youth and adults.

The determination of who is handicapped, is not a problem because of the Education of All Handicapped Children Act (PL 94-142) and Section 504 of the Rehabilitation Act. The problems with regard to secondary handicapped students are convincing special educators to involve vocational educators in Individualized Education Plan (IEP) development, include vocational goals and objectives in the IEP, and to provide a portion of the necessary supportive services required for handicapped students to succeed in regular vocational programs.

RECOMMENDATION: This is a problem that federal law may not be able to readily address. Special educators and vocational educators need to work it out together at the state and local levels:

At both the secondary and postsecondary levels the excess costs provisions contained in the regulations have raised administrative difficulties. While not insurmountable, the problems have increased the administrative burden and in some cases may have prevented handicapped students from participating in regular vocational programs.

For example, at the secondary level, regardless of the provisions of the Education of All Handicapped Children's Act (PL 94-142) or the VEA, it remains administratively simpler to maintain self-contained special education work experience and study programs than to enroll handicapped students in regular or separate vocational education programs. Separate vocational programs are the next simplest to administer and fund.

In Colorado a recent follow-up study conducted by special education found 70% of secondary, handicapped school completers were employed. However, more than half of those employed were part-time employees, earned less than minimum wage, and lived in their parents homes. Most students were served by special education work experience and study rather than regular or separate vocational education programs.

At the postsecondary and adult levels the problem is basically financial. For example, interpreters for deaf students cost approximately \$1500 per semester with tuition and state Full-Time Equivalency (FTE) reimbursement at roughly \$2300 in a community college. This \$2300 must pay a proportionate share of the vocational instructors salary, equipment, and indirect costs, set-aside funds are made available through supplemental services to pay part of the interpreter cost. Special equipment that may be needed for small numbers of students over a several year period,

such as breath acuated page turners, is also costly. Vocational rehabilitation sometimes assists with these costs but does not do so on a consistent basis. Further many postsecondary aged handicapped persons do not wish to become rehabilitation clients.

RECOMMENDATION: Ideally, it should be administratively simpler to enroll handicapped students in regular vocational education with support services, as necessary.

I must reiterate, however, that despite these problems increased numbers of handicapped students are participating in secondary and postsecondary vocational education.

With regard to the disadvantaged set-aside the most fundamental issue is who qualifies as educationally disadvantaged. As the current definition provided in the regulations stands, almost anyone can be classified as educationally disadvantaged. The NIE substudy on special populations indicated heavy reliance on academic standards established under ESEA Title I with limited, if any, correlation back to occupationally related basic skill requirements. Further, in some states no definition other than that specified in the regulations applies. That definition can be interpreted to mean that any student having difficulty in a vocational course is eligible for supportive services.

In Colorado, as in other states according to the NIE substudy, the majority of secondary students identified as disadvantaged are classified as educationally disadvantaged, while at the postsecondary level they are classified as economically disadvantaged. At either level comparatively few students are classified as both educationally

and economically disadvantaged. This is startling because of secondary aged economically disadvantaged frequently do not pursue further education and are the most likely to drop out before completing their secondary education. As graduation requirements become tighter, I predict we will experience an even larger number of students labeled as educationally disadvantaged, as well as, a larger number of school dropouts.

RECOMMENDATION: Provide an improved definition of "educationally disadvantaged" in the law.

2. Subpart 3, (Program Improvement and Supportive Services) has worked moderately well. This is especially true with regard to the curriculum provisions. Most states have used these funds wisely to perform task analysis, develop competency based curricula and competency tests. They have shared what has been developed thru the Curriculum Center Networks supported by Programs of National Significance (Part B, Subpart 2) and thru consortia with other states. The basic problem has been lack of sufficient funding to transmit these products to the classroom level and provide sufficient training in their use because of limitations on expenditures from the basic grant.

RECOMMENDATION: Eliminate Subpart 3 as a separate subpart but retain curriculum, personnel development and so forth as allowable expenditures under program modernization and improvement--(refer to the recommendations for new provisions section of this paper).

3. Given the limited amount of funding available, Subpart 4 (Special Programs for the Disadvantaged) has also worked moderately well. These funds may be used to pay for up to 100% of the costs of special efforts to assist disadvantaged students acquire vocational skills. This year Colorado received \$174,174 for these programs. This equates to slightly more than six local full-time staff salaries and provides services for roughly 300 students. We use these funds to support programs for very high risk of individuals, such as disadvantaged teen-age parents.

RECOMMENDATION: Eliminate as a separate subpart but retain the purposes of the section as allowable expenditures under whatever provisions are made for the disadvantaged.

4. The National and State Advisory Councils for Vocational Education have been modestly effective. The National Council has begun to provide leadership for the state councils. It has also conducted several national studies that have been useful and given an objective view of some aspects of programming. It does not, however, have sufficient authority to substantively impact decisions or directions at the national level.

The State Councils do attempt to examine effectiveness of state activities and make recommendations. In part, the problem is the dominance of public members on the councils and in part a lack of clearly defined role and responsibilities and overlap in responsibilities with the planning commission. They are also under funded.

RECOMMENDATION: Retain the state advisory councils, provide them with a clear evaluation and oversight role, and alter the membership to 75 percent business representation.

5. The formula for distribution of funds among states has worked fairly well. However, given changes in national demographics and population shifts, it may be advisable to revise the formula to be more consistent with who will be served by the programs over the next few years.

RECOMMENDATION: Recognize changing demographic patterns in the formula, for example, 35 to 40 percent of the funds distributed on the basis of states population of youth 15-19, 35-40 percent on the basis of adults 20-44, and 20-30 percent on the basis of adults 45-64.

Weakness of PL94-482

As I understand it, when the Congress enacted PL 94-482, two major concerns were addressed:

- Equity and access
- Planning and evaluation.

Provisions designed to improve planning and evaluation and address issues of equity and access for historically underserved populations are dominant in the act. Some of these provisions, while philosophically and logically sound, have been very difficult to implement. Further interpretation thru regulation of the Act has compounded this difficulty. As a result specific provisions have been much less than effective.

1. Planning.

The planning provisions have been process and procedural in nature as opposed to results oriented. The concept of establishing a planning

commission that involves broad representation by other employment and human service agencies is excellent, particularly with regard to much needed coordination. However, the planning emphasis is placed on documenting procedures as opposed to clear useful, and measurable statements of goals and objectives and the means to be used to achieve those.

Furthermore, incentives to define and achieve goals and objectives and coordination are absent.

While the five-year plan was intended to encourage long-range planning, it has reduced States ability to respond to changing conditions. The annual plan forces States to expend extensive personnel resources developing the next year's plan while simultaneously attempting to implement and evaluate the current year's efforts. As a result these documents are often compliance rather than quality improvement oriented.

For example, at the present time for the programs for which I am responsible, I am engaged in reexamining previous methods of fund distribution, revising current program standards; researching the data necessary for the FY 82-83 Accountability Report; evaluating programs to determine the extent to which last year's goals were met; writing next year's annual plan, implementing and evaluating current coordination plans with five other agencies and ten service delivery areas; initiating qualitative improvements in programs, encouraging innovation; and assuring that changes in data collection and analysis will provide a more accurate picture of results achieved for FY 85 programmatic and fiscal planning.

Data collection and analysis ideally should be treated as a major component of planning. Unfortunately this is often not the case. This is not only because, in part, of deficiencies in knowing how to use the data collected but also because state planners are sometimes overwhelmed by the sheer quantity of data available. In addition, data required by the Vocational Education Data System is not available until after school is out in June--often days before the next year's plan is due. Thus even if one knows how to use the data and is not overwhelmed by it, that which is available is dated.

I am not arguing against a National Data System or even a system that requires examination of the universe of programs. Such data can be extremely useful in determining who is being prepared for high demand occupations and when supply is approaching labor market demand. We need to know both at both the state and national levels. We need time, however, to identify short-term trends and to thoughtfully examine the implications in light of stated goals and objectives.

RECOMMENDATION: Two-year planning and accountability reporting cycles would at least slow down the administrative treadmill that one- and five-year cycles excellerate.

A singularly difficult data issue, has been the requirement to conduct a follow-up employer survey on students who have left or completed the program and ascertain whether or not those students have been well trained and prepared for employment. Because of the provisions of the Privacy Act local education institutions must secure, for the state, permission from students to contact their employers. Securing permission and maintaining files of permission slips is an administrative nightmare.

Recognizing this problem, NCES has developed a generic questionnaire that asks employers about their satisfaction with their employees who are vocational graduates. I am not overly confident that employers will (a) know who among their employees are recent vocational education completers or leavers or (b) be overly enthused about going thru their records to find out.

RECOMMENDATION: A much better system would be to allow limited access via social security numbers to unemployment insurance computer files for aggregated employment related information. Frequent job changes by a significant percentage of completers and leavers would certainly signal employer dissatisfaction. These files would also provide other relevant data such as pay scales and duration of employment.

Another issue that is or should be imbedded in planning is coordination among various employment and human service related agencies. In Colorado, with strong leadership from the Governor, his cabinet, and the State Board for Community Colleges and Occupational Education these major agencies have formed strong relationships with one another that go well beyond simple interagency agreements.

Success of the Governor's youth policy, which focuses first on the needs of youth- particularly youth facing the greatest barriers to employment- and then on agencies singular and mutual responsibilities, has led to the development of a similar state policy for adults. These same agencies have been heavily involved, in partnership with Private Industry Councils and local elected officials, with leadership from the Governor and the Job Training Coordinating Council in developing the State Coordination Criteria and Special Services Plan under the Job Training Partnership Act. Few other states are at or exceed this level of coordination.

This is where we are now, but it has taken three years or longer to get to this point.

RECOMMENDATION: The current VEA coordination provisions need to be strengthened. As was noted during development of the Job Training Partnership Act, numerous barriers to coordination were unintentionally erected between Comprehensive Employment and Training Act and Vocational Education Act programs. Among these were differences in planning and funding cycles and definitions of various populations. The purposes of the Acts, especially now the JTPA, are not incompatible--JTPA serves a narrower population with a wider array of services than does the VEA but they both seek to prepare people for work. These programs should be at least able to and encouraged to coordinate services. In addition, wherever possible, the existing delivery system of vocational education should be used to provide appropriate services to JTPA clients.

As the Interim NIE Report indicated, every state has had its formula rejected by the U. S. Department of Education at least once. In part this is due to confusing and often counterbalancing factors required to be contained in the formula. For example, relative ability to pay mitigates against both urban centers and small rural districts because property values in those areas tend to be high. This problem is exacerbated in states like Colorado where state financial aid or general fund aide formulas tend to equalize relative ability to pay. Targeting funds on depressed communities has been difficult for similar reasons.

RECOMMENDATION: Use as priorities. a) economically depressed areas and areas with high unemployment and b) extent to which the program is designed to prepare people for high demand under supply occupations.

With regard to actual funding levels, simplistically stated, the system as a whole cannot achieve all federal priorities with roughly half of the authorized funding level appropriated.

2. Equity and Access

Guidance and counseling provisions have worked less effectively than intended. The issue of guidance and counseling is a clearly related to access. It is through this service that students or potential students may learn about their vocational options, get the support they need to

stay in the program (this is especially true for students enrolled in programs non-traditional for their sex), learn about job placement opportunities, and refine the employability skills they acquire in vocational programs. Quality guidance services are particularly essential for individuals facing the greatest barriers to employment, including displaced homemakers, handicapped and disadvantaged students, dislocated workers, incarcerated or adjudicated youth and adults, the limited English proficient.

While not necessarily resolvable through legislation, a fundamental problem within states and guidance and counseling in general is the low level of commitment to assessment and counseling on the basis of individual needs. Knowledge of the demands and opportunities within various occupations is also a serious problem. Because other basic grant funds cannot be used for this purpose and because states have competing priorities for the relatively flexible use of Subpart 3 funds, guidance and counseling remains a low priority.

RECOMMENDATION: Remove guidance and counseling from Subpart 3 or Program Improvement Provisions but retain as an allowable expenditure under general authorized activities.

PROVISIONS FOR NEW LEGISLATION

The following recommendations are in addition to those made previously.

1. Purpose

This section of the Act should reflect three basic principles:

1. Preparation of individuals for employment in occupations with high labor market demand and under supply (including both initial and updated training that enables individuals to upgrade or refine and expand their employment skills) in close cooperation with business and industry.
2. Promotion of expansion and improvement of States' capacities to provide a high quality productive workforce in a manner that is responsive to economic, employment, and demographic changes within the State and Nation.
3. Promotion of equity and access for underserved or specially targeted populations.

Each of these principles addresses issues of national interest and concern. These issues are impacted by other national policies such as trade agreements, efforts to reduce dependency of people on government programs, and taxation policies, which influence individuals and industries needs for new or improved training.

2. Planning

A state plan and accountability report should continue to be required. However, both the planning and reporting cycles should be changed to a two-year cycle with flexibility for the states to submit modifications to the plan more often as necessary. In addition to improving the quality of the plans and reports, this would allow us to better synchronize planning with the Job Training Partnership Act and hopefully improve coordination and reduce unnecessary duplication.

Since the JTPA's first full two-year cycle begins July 1, 1984, the new Vocational Education Act (assuming a new law and promulgation of regulations by this time next year) would need to be on an initial short cycle. Both planning processes could be compatible by July 1, 1986. (JTPA's second cycle.)

The Act should require that goals and objectives corresponding to the purposes of the Act be the centerpiece of state plans. Documentation to justify the goals and objectives funding priorities, and the means for evaluating progress towards achievement of goals and objectives should be included in the plan. The state plan should emphasize the results to be obtained and the accountability report should express the extent to which results were achieved.

Such results could include numbers and percentages of students placed, numbers and percentages placed in high demand-under supply occupations, numbers and percentages placed in related employment, numbers and percent retrained or receiving updated training and the resulting numbers continued

in the same occupation, reemployed, and/or promoted or upgraded. In addition, continued education, military enlistment, and entered apprenticeship should be considered as positive results.

The entity selected by the Governor to serve as the Section 125 agency under JTPA should serve a similar function under the VEA. The intent is to avoid unnecessary duplication of effort and resources.

The planning commission should be retained and charged with determining state plan goals, and objectives. Membership on the committee should include those currently required in the Act with addition of a representative of the JTPA Section 125 agency, State Economic Development Agency, State Department of Labor and Employment, State Department of Rehabilitation, Private Industry Councils, and the Job Training Coordinating Council. The Commission should establish its own planning process, chairperson, and public hearing process.

Provisions for Coordination with JTPA and other relevant federal employment and human services legislation should be included within the section of the law addressing general or overall program planning. The state planning commission should specifically address this issue.

Provisions for fund distribution should include a progressive increase in federal support over a several year period. While very possibly difficult to devise, a reward or incentive system for states that meet or exceed their stated goals and objectives at the end of the first full two-year planning cycle would be refreshing.

Similarly, states, as part of the planning process, should be able to create incentive or reward systems for local schools. Targets for such a system could include incentives for schools that:

- achieve above state average placement results
- eliminate low demand or over supply programs as identified in the state plan
- achieve coordination results
- measurably improve articulation between secondary and postsecondary programs and services
- increase participation and resulting placement of special targeted populations
- modernize and improve programs through involvement of business and industry.

Schools should be able to use such rewards to improve further their delivery of vocational education. The planning commission should specifically define the criteria and methods for determining incentive eligibility in their first full two-year plan.

The sole state agency should determine the method and plan for evaluating programs with review by the State Advisory Council. The methods and plan for evaluation should be included in the State plan. The Council should also review the schedule for conducting such evaluations.

The State Advisory Council should review and comment on the State Plan as well as the Governor's JTPA Special Services Plan. It should also evaluate and report the extent to which state plan goals and objectives have been achieved. The National Advisory Council for Vocational Education should prepare an annual report on the extent to which the purposes

of the Act have been achieved and a summary of the State Councils' reports.

3. Administration and Leadership

One of the most essential ingredients for improving the quality of vocational education is local, state, and national leadership. This requires substantially more than staff supervision and development of processes and procedures. It also requires clear communication and stimulation of innovation, dissemination of relevant information, and positive reinforcement for positive results achieved. It also requires a positive attitude toward compliance with policy.

In part, the tone, as well as, content of federal law influences the leadership style of those responsible for its administration at the local, state, and federal level. Therefore, the tone, as well as, the content of the new legislation should reflect the need for local, state, and federal partnerships in achieving the purposes of the Act.

In addition, in the absence of federal level policy review, limitations on technical assistance, and in light of reductions in federal staffing, states are being required to assume increased compliance and leadership responsibilities with regard to local education agencies. This places additional staffing requirements on the states, who because of current funding problems have difficulty in assuming these added costs. We strongly recommend additional flexibility with regard to administrative costs.

4. Special Populations

Several issues strike me as fundamental in developing provisions to serve special populations under vocational education legislation.

First, such persons are residents of the various states and localities and are individuals about whom the federal government has a special concern. The federal government should express this concern with regard to education by assisting the states and localities in meeting their responsibilities to their residents. Such assistance, however, does not imply assuming full responsibility. Removing matching requirements in addressing the needs of handicapped and disadvantaged people encourages the abdication of state and local responsibility.

Second, the emphasis on special populations should encourage and support student participation in regular programs, including services designed to lead to such participation.

Third, because of the enormous range of needs among and within these special groups, flexibility in designing and providing services and programs for them is essential.

Fourth, those facing the greatest barriers to employment should continue to be provided with special assurances in achieving access to the entire range of vocational education programs and services. Because it frequently costs more to enable these individuals to prepare for and succeed in our programs many states may find it difficult to justify those extra expenditures if no provisions to do so are included in the Act.

Fifth, the definitions of who may be considered to be members of special populations should be clearly defined in the Act.

5. Program Modernization and Improvement

Quality improvements in vocational education programs are essential for preparing students for current and future labor market requirements. Such improvements are particularly necessary with regard to changes in business and industry. Currency is problematic with regard to recency of experience and skill of state and local staff and teacher educators; as well as outdated facilities, equipment, and curriculum.

In large measure, the ability to achieve currency and thereby prepare people for high demand-under-supply occupations will be determined by vocational education's ability to expand and improve relationships and involvement with business and industry. Such relationships and involvement should include but go beyond the traditional advisory council level. They should be viewed as integral to all programs and should not be tied to a separate legislative mechanism.

States and localities should be encouraged to establish such partnerships to, identify competencies; upgrade or update personnel, facilities, and instructional equipment; identify skill training needs; establish alternative sites for training; and expand cooperative and on-the-job training and education opportunities.

6. Programs

If Federal support is tied to documented high labor market demand and under supply and expansion and improvement to those types of programs, a

great deal of detail with regard to individual types of programs is unnecessary.

Authorized activities should enable the states to achieve national priorities without separate sections for each activity.

7. State innovation and demonstration

States should be encouraged to undertake innovative demonstration activities. Such activities should serve to try out new program initiatives, and respond practically to emerging needs.

For example, last year the Colorado State Board for Community Colleges and Occupational Education designed a project to examine the utility of the cooperative vocational education method of instruction with chronically mentally ill Department of Mental Health clients was undertaken. Of the 20 clients served over a nine month period 17 are competitively employed. A cost-benefit analysis has revealed a savings of over \$100,000 in services and taxes used in less than one year. The Department of Mental Health has expanded this program of seven more sites as a result.

8. National innovation and demonstration

There continues to be a need for innovation and demonstration activities at the national level.

In the past it has sometimes been difficult to envision the utility of some efforts, particularly at the local level. Perhaps in part this is because practicality gets lost in the discussion of methodology and results and because of researchers well-learned fear of over generalization. Another serious part of the problem is distribution of that which is practical and useful to and within local schools.

A relevant example is research conducted under a variety of contracts at the National Center for Research in Vocational Education. The topic is transferable skills--that is identification of occupational skills required or used by workers in a variety of occupations. Enthusiasm for this type of tedious and often complex work is often limited to those doing the work. However, today these projects may be very significant and directly applicable to helping dislocated workers obtain reemployment or retraining.

Another highly useful product that has resulted from five years of effort by the National Occupational Information Coordinating Committee is Vocational Preparation and Occupations. This handbook assists states in cross-referencing occupational titles, identifying minimum requirements for various occupations, and communicating with the state counterparts of a variety of federal agencies.

Neither of these activities could have been supported adequately with state or local funds. It is also unlikely that either project would have been undertaken by the states individually, even if they had had the resources.

One of the serious problems with regard to national activities is discerning what should be undertaken at the national level versus that which the states can do, perhaps with technical assistance. National projects should be those with national implications and utility and require more than one year to address adequately (this is not to say that progress toward successful completion shouldn't be achieved annually).

In conclusion, I believe that significant improvement can be made in vocational education in the coming years and that this new legislation will make a significant impact on the extent to which that potential is realized for all our citizenry.

Thank you for the opportunity to appear before you today to share some of my thoughts on this important piece of legislation. I will be happy to attempt to answer any question you have.

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10/20/83

STATEMENT
OF
DR. BARBARA ATKINS

PRESIDENT, NATIONAL ASSOCIATION OF STATE SUPERVISORS
OF VOCATIONAL HOME ECONOMICS EDUCATION
AND
SPECIALIST, CONSUMER HOME ECONOMICS EDUCATION
MICHIGAN DEPARTMENT OF EDUCATION

Mr. Chairman and members of the subcommittee, I am Barbara Atkins, Specialist for Consumer Home Economics Education, Michigan Department of Education, and President of the National Association of State Supervisors of Vocational Home Economics Education which represents 57 states and territories. I am pleased to be able to speak to you today on my views concerning the proposed reauthorization of the Vocational Education Act which includes Consumer and Homemaking Education as a specific category.

The occupation of homemaking has been the purpose of Consumer and Homemaking Education since the historical Smith-Hughes Act of 1917. Each legislative act for the past sixty-five years, and consequently the curricula that resulted, has addressed socio-economic concerns that affect families and individuals. Today, I will address three major topics:

- (1) National issues which mandate an increased emphasis on Consumer and Homemaking Education,
- (2) The impact of federal involvement on Consumer and Homemaking Education, and
- (3) The future role of federal involvement in Consumer and Homemaking Education.

NATIONAL ISSUES WHICH MANDATE AN INCREASED EMPHASIS
ON CONSUMER AND HOME MAKING EDUCATION

The family has changed! According to various research studies conducted during the past decade and information provided by futurists on social trends, the so-called "typical family" has changed in form and function. Let's preview some startling facts:

- . The "typical" family - father as breadwinner, mother taking care of the house and children and 2 children in school, is a distinct minority. Only 7 percent of America's population fits the traditional family profile.
- . One out of every two marriages end in divorce.
- . More than a third of the couples first married in the 1970's will have divorced; more than a third of the children born in the 1970's will have spent part of their childhood living with a single parent. (The emotional and financial consequences of this trend will be commensurately large.)
- . More than ever before, people live alone. Single-person households make up 25 percent of the population today as compared to 10 percent in 1955.
- . Children under 18 years of age living with fathers has increased 136 percent from 1970 to 1980. In Michigan, there are 508,147 children under the age of eighteen living with only one parent.

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- . Husband-wife households with only one working spouse will account for only 14 percent of all households, as compared to 43 percent in 1960.
- . By March, 1980, 51 percent of all married women were in the labor force compared to 41 percent in 1970 and 24 percent in 1950. More than 50 percent of all mothers with children under 18 years of age are employed and 45 percent of all mothers with children under 6 years of age, which is an increase of 30 percent since 1970.

The diversity of the American family of the 1980's resembles the complexity of a Rubik's cube. The simplistic arrangements of family and work have diversified into a multitude of highly individual arrangements and lifestyles. Today's family can be a single parent (male or female) with one or more children, or a two-career couple with no children, or a female breadwinner with child and househusband, or a blended family that consists of a previously married couple and a combination of children from those two previous marriages. (Have you ever seen the Brady Bunch on T.V.?)

In addition to the change in the make-up of the American family, there are monumental problems affecting families and their members.

Some brief examples include:

- . 60 to 70 percent of America's teenagers eat only one meal a day plus snacks. It has been estimated that 1/3 of our nation's health care costs are due to poor nutrition.
- . Studies have shown a substantial increase in reported cases of child abuse and neglect from slightly over 400,000 in 1976 to over 600,000 in 1978. Multiply these figures by 10, since authorities estimate only one in ten cases are reported. Spouse abuse and abuse of the elderly is also gaining visibility. Some identified causes of family violence include lack of skill in dealing with conflict, unemployment, problems of daily living, alcohol and drug abuse.
- . The United States has the highest teenage birth rate among industrial nations. In Michigan in 1980, public health figures show 20,331 live births to 12 year olds, accounting for nearly 20 percent of the babies born and 97 percent of these teenagers keep their babies.
- . Micro-computers will become the next major home appliance. By 1990, 80 percent of all dwellings will have home computers for doing such things as the family budget and school and office work. Electronic banking and shopping are already surfacing as consumer options. In 1985, 75 percent of all jobs will involve computers in some way. Use of computers will affect our marriages

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and our children. Parents will have to see that children don't become wired to the computer as they did to the television.

- Consumers have more choices to make than ever before. There are 752 different models of cars and trucks, and 2,500 types of light bulbs, and what about all of the different IRA's? Making responsible consumer decisions will require increased education and retraining.

Obviously, the facts alone have had and will continue to have impact on our family and work life in America. The case for continued federal involvement in Consumer and Homemaking Education is being made through these facts and statistics.

The impact of this information on the training of individuals for the occupation of homemaking is probably more important today than during any other period in the history of our nation. Today people are being offered more freedom of choice than ever before - but with this freedom comes added responsibilities. Complex adult roles require the ability to make complex decisions; shared responsibilities require a willingness and ability to share homemaking tasks, such as parenting and money management. The involvement of the federal government as a catalyst in keeping these Consumer and Homemaking Education programs in tune with national issues and priorities remains as essential today as ever.

THE IMPACT OF FEDERAL INVOLVEMENT ON
CONSUMER AND HOMEMAKING EDUCATION

Historically speaking, Consumer and Homemaking Education has its roots in three distinct socio-economic movements. During the passage of the Smith-Hughes Act of 1917, we were an agricultural based nation and manual skills were the emphasis of Vocational Education and Consumer and Homemaking Education, as a response to the needs of society, the nation, and the families and people participating in it. Food preparation and clothing construction, which were mostly done in the home, were skills required as families worked together to make a living. As this country shifted to an industrial era, the needs of workers and their families also changed, and Consumer and Homemaking Education emphasized child care, interpersonal relationships and the family life cycle. When mass production peaked, the 1968 amendments to the Vocational Act responded by including consumer education, and placing more emphasis on human development, management, and values. The Consumer and Homemaking Education skills of foods, clothing, and housing were increasingly linked with decision-making and the utilization and management of resources. We presently are in an era of transition, which John Naisbitt describes in his book, Megatrends: Ten New Directions Transforming Our Lives. "We have now entered the information age. We now mass produce information the way we used to mass produce cars...and this knowledge is the driving force for our economy. Part of the information era includes 'management in the dual direction of high tech/high touch, matching each new

technology with a compensatory human response". One of the key issues facing this nation and specifically legislators and vocational educators is how to respond to high technology in terms of job training, displacement of workers, and retraining of workers. It is important to note at this time that Mr. Naisbitt combines high tech with high touch. As the reauthorization of the Vocational Education Act is redefined to respond to this new technology, we need to keep in mind Mr. Naisbitt's recommendations: "Whenever new technology is introduced into society, there must be a counter balancing human response - that is, high touch - or the technology is rejected. The more high tech, the more high touch".

As you can see, historically Vocational Education including Consumer and Homemaking Education have responded to the technical and human skills needed during the agricultural and industrial eras. As we adjust to the information era, Consumer and Homemaking Education must provide the balancing agent for high technology. Work and families are not separate functioning entities of our society, and that is why Consumer and Homemaking Education is a specific category and yet a unique program in Vocational Education. This program will become an even more essential component as we meet the needs of a high-tech society.

I have just answered questions about Consumer and Homemaking Education as they pertain to society and its socio-economic needs in a general sense. Now, I would like

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to provide you with more specific information for which we can both be proud of, and accountable to the taxpayers of this nation,

The ultimate mission of Consumer and Homemaking Education is to improve the quality of life for families and their individual members. More specifically, Consumer and Homemaking Education prepares males and females for the occupation of homemaking. The occupation of homemaking is a legitimate occupation and has been included in the Dictionary of Occupational Titles. Since this is a non-wage earning occupation, which makes it the most unique facet of Vocational Education, the skills performed by such a person are numerous, technical, and diversified. According to an article in Parent Magazine, (August, 1979), a person providing tasks such as child care, home care, budgeting, transportation, and managerial work, if reimbursed an hourly wage for each task completed, would earn up to \$35,000 a year. The monetary value of homemaking becomes increasingly evident as more and more family members and individuals work full time. They are finding they must employ someone to do a portion of the homemaking tasks, such as child care, and home maintenance which proves costly on an hourly basis, even at a minimum wage, and thus reduces the total household income. Homemaking does have a monetary value! Specific categorical funding of Consumer and Homemaking Education in the Vocational Education Reauthorization Bill provides visible evidence that national policy makers see

the uniqueness of Consumer and Homemaking Education and its social and economic value in preparing individuals for the occupation of homemaking.

Equally as important as recognizing the occupation of homemaking is understanding how interrelated it is with occupations for paid employment. Two-career families are having an impact on corporate recruiting, employee morale and productivity. "A 1980 survey sponsored by the Exxon Corporation, 'Cooperation and Two-Career Families: Directions for the Future' found that:

1. Corporate perceptions about who takes care of children have changed, and child care options are beginning to increase. Eighty-three percent of the corporate respondents believed more men feel the need to share parenting responsibilities, but only nine percent of the corporations offered paternity leave.
2. Two-career family employees are more resistant to relocation.
3. A substantial majority believed that difficulties of two-career families have affected business operations."

We are also seeing more examples of flex-time and office work being done at home offered as options to individuals so they can spend more time with their children. Companies like GM and IBM are also establishing Quality of Work Life programs which include support services to

individuals who are experiencing crises in their life such as divorce. Companies have found that individuals who are having family problems are less productive and it is more cost effective for companies to provide services such as time for counseling than lose the productivity of the individual or fire the employee.

Optimum productivity of workers will never be achieved if decision-makers fail to recognize the criticality of (1) individual job satisfaction and (2) family stability and support. When difficulties occur in either job or at home, performance correspondingly deteriorates in the other. What happens between eight and five indeed influences the family, and by the same measure, what happens at home does affect productivity.

It is important to note that in 1980, "Michigan's Status and Effectiveness Study of Consumer Home Economics Programs" shows that 74 percent of the Consumer and Homemaking graduates indicated they used their home economics skills at home, and 37 percent of them found they used them on their jobs. Of the 338 graduates who responded, 86 percent were employed. This interrelatedness of skills between home and work is understandable since most employers rate responsibility, dependability, and ability to get along with others, as skills most needed by employees in conjunction with technical skills. Consumer and Homemaking Education teaches those identified skills as well as numerous other tasks that relate directly to the world of work, thus enhancing potential employment and productivity.

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I hope the above data provides you with the information and understanding of what Consumer and Homemaking Education is, why it is and should be part of Vocational Education, and most specifically, why it is unique and should be kept as a separate categorical. On this last point, I want to make a personal plea to each of the policy makers that if it were not for categorical funding, Michigan would not have a Consumer and Homemaking Education program, since we receive no state vocational dollars to support this program, and considering Michigan's present economic situation, we will not have any state vocational dollars in the foreseeable future. Many other states are also in this situation. For those states who do have state vocational dollars, it is the Federal incentive and leadership which drives this tremendous program, even when the dollar amount is minimal.

The recent NIE Responsiveness Study clearly supports nationally (1) the breadth of family oriented programs, (2) the relevancy of Consumer and Homemaking Education programs in our modern world where most rapid changes infringe upon the family, and (3) the ability of the states to respond to national priorities identified in the Vocational Education Amendments of 1976 (Subpart 5, Section 150, P.L. 94-482).

This legislation challenged states to give special emphasis to consumer education, resource management, nutrition and parenthood education. Comparative enrollment data available through the National Center for Education

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Statistics for FY 1976 to FY 1979 indicates that all four areas show positive percentage changes of 6.6 (Home Management), 25.0 (Consumer Education), 47.5 (Child Development and Guidance) and 49.4 (Foods and Nutrition). Management of Resources is often taught in consumer education and/or integrated within the other content areas and therefore the expanded emphasis in this specific area may not be as visible as it is in the other priority areas. In Michigan, in 1976, consumer education, which includes resource management, was the fifth most enrolled in course in Consumer and Homemaking Education at the secondary level, however, due to the federal legislation it became the second most enrolled in course by 1981. Most importantly, the number of students taking consumer education has almost tripled, and 47 percent of the enrollment is male. This responsiveness to the legislation has been a trend nationally for Consumer and Homemaking Education. Other indicators of success are:

- . Nationally, 29 percent of the total Consumer and Homemaking Education enrollment in 1980 were males, compared to 8 percent in 1972. Michigan's enrollments are comparable. States such as California, Maryland, New York, Oregon, and Texas are serving between 30-37 percent males in Consumer and Homemaking Education Programs.

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- . According to the National Center for Education Statistics, Consumer and Homemaking Education programs serve the largest share of minorities and handicapped students of any other vocational service area. This also holds true for Michigan. In fact, in Michigan, Black students make up 13.3 percent of the secondary school population and Michigan's Consumer and Homemaking Education programs served 17.2 percent of the black students. States such as Ohio serve 20.6 percent minorities in their Consumer and Homemaking Education program, yet Ohio's secondary public school's minority population is only 12.1 percent.
- . Consumer and Homemaking programs are one of two highest vocational service areas serving the limited English speaking population.
- . Nationally, more than 50 percent of the federal funds appropriated for Consumer and Homemaking Education serve the disadvantaged population.
- . A minimum of one-third of the federal funds made available to Consumer and Homemaking Education must be used in economically depressed areas or areas of high rates of unemployment for programs to assist consumers and to help improve home environments and the quality of family life. Nationally, there are numerous and diversified programs and services which are provided to target audiences such as: incarcerated

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youth and adults, school-age parents, displaced homemakers, the elderly, and food stamp recipients.

From a survey of twenty state Consumer and Homemaking Education Supervisors, all of them indicated they provide a variety of programs and services, many times in partnership with other agencies, to more than one of the target populations identified above.

Incarcerated Youth and Adults - program content consists of improving self concept, behavior modification, communicating with family and friends, and consumer skills such as budgeting, comparison shopping, dangers inherent in credit buying; skills which may significantly improve his/her chance for maintaining self support in the community without resorting to criminal activities. States providing programs for this population include but are not limited to: Colorado, Florida, Georgia, Idaho, Kansas, Kentucky, Maine, Michigan, Puerto Rico, Texas, and West Virginia.

School-Age Parents - program content and/or services includes day care centers for children so parents may attend school, child observation, parenting, nutrition, and disciplining children in a positive manner. States providing programs for this population include but are not limited to: Alabama, Arizona,

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Connecticut, Florida, Georgia, Massachusetts, Michigan, New Mexico, Ohio, Puerto Rico, Texas, and Vermont.

Displaced Homemakers - program content and/or services includes child care centers for children so parents can enroll in vocational programs, development of positive self-image, peer support groups, managing the dual role of homemaker/wage earner, personal communication skills, assertiveness training and employability skills. States providing programs and services for this population include but are not limited to: Florida, Georgia, Idaho, Michigan, New Mexico, North Dakota, Ohio, and Texas.

Elderly - program content includes living on a fixed income, nutrition and food preparation for one or two people, special diets, conservation of energy, monitoring your health, recognizing legal rights, availability of community services and community involvement. States providing programs for this population include but are not limited to: Alabama, Connecticut, Georgia, Idaho, Kansas, North Dakota, Ohio, Oklahoma, Oregon, and Texas.

Food Stamp Recipients - program content includes: use of commodity foods purchased with food stamps, nutrition, food sanitation, use of coupons in purchasing food, generic products, comparison shopping, using leftovers.

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States providing programs for this population include but are not limited to: Kentucky, Ohio, Oklahoma, Oregon, Puerto Rico, and Texas.

A specific example of the social and economic benefits of these types of programs is:

- Ohio's Family Life Education programs located in all eight major cities, two other cities, and six Appalachian counties show continued success with disadvantaged welfare families at a cost of \$52.26 per participant. Some of their success indicators for 1980-81 include:
- 13,812 participants were referred to a wide variety of community agencies for help.
 - 162 retained or regained custody of their children (due to their participation in the parent/infant interaction program).
 - 1,512 became involved in community activities.
 - 398 earned money through skills developed in the program.
 - 172 left welfare roles for immediate employment whereas others progressed toward economic independence by their participation in Adult Basic Education (265), enrollment in GED classes (166), enrollment in job training classes (181), and by continuing their education (138).
 - 52 actually were able to invest in the purchase of a home.

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It is important to note here that due to the 30 percent cut in federal appropriations for Consumer and Homemaking Education in 1982, many of the programs and services for these audiences had to be drastically reduced and/or eliminated.

Progress has been made and Consumer and Homemaking Education has been responsive to the legislative intent for the four priority content areas, in increasing male enrollments, serving minorities, handicapped, limited English speaking, and disadvantaged youth and adults, as well as providing beneficial programs for individuals in economically depressed areas and areas of high employment despite the fact that resources allocated for this effort have been inadequate.

It is important to emphasize at this time the concern we as Consumer and Homemaking Educators have with regard to the national concern that our public education system is weak and we must return to the basics and particularly strengthen the area of math and science. I think we would all agree that these content areas are vital to the future of our society, however, let us not allow the pendulum to swing so far back in education that those areas become the all-inclusive education.

In Michigan, the results of a statewide opinion polling effort on "The Public Schools in Michigan - A Statewide Survey of Public Opinion" (A final report of opinions of

Michigan Citizens in Telephone Households conducted December 7-10, 1981). When asked what will a Michigan student graduating from high school in 1987 need to know and be able to do to be successful, the top three responses by public school households and non public school households were: basic skills, vocational training and skills, and "life survival" skills. Life survival skills is what many Consumer and Homemaking programs are called at the local level.

In the May, 1983 Phi Delta Kappan Magazine article, "The American High School Today: James Bryant Conant's Reservations and Reconsiderations" by Robert L. Hampel; delegates to the 1959 annual meeting of the Association for Supervision and Curriculum Development (ASCD) spoke to Alden Dunham who later told Conant that research indicated that home economics courses "produce better problem solving ability than do courses in algebra".

Similarly, in 1982, at another ASCD annual conference on "Leadership for Educating for a New Century", Don Glines, Assistant to the Associate Superintendent in the California State Department of Education, wants to see more taught than the three R's and views home economics as "the most important subject in the curriculum".

The point I want to emphasize from these three examples is probably best stated by Ralph Tyler, the well-known United States educator, who said that "you can tell you are being educated if your options are increasing, and that the reverse is happening, if they are decreasing". We cannot

afford to solve our present problems by strengthening a few programs and thus weakening others; a balance is needed in a total educational program. Consumer and Homemaking Education is an essential yet unique component of Vocational Education and both should be a viable part of the total educational system.

THE FUTURE ROLE OF FEDERAL INVOLVEMENT IN VOCATIONAL EDUCATION

Consumer and Homemaking Education is the vocational instructional program which assists individuals and families with the challenges of daily living. Consumer and Homemaking Education, as an integral part of Vocational Education, provides training for the occupation of homemaking and requires knowledge and skills that are necessary for an optimum quality of life. Recognition of the relationship of a well-ordered, quality home and family life, to a productive, satisfying work life, is implicit in the history of Vocational Education legislation. Consumer and Homemaking Education is the only program that provides the diversity of skills and knowledges needed to "make it" in life and takes the basics of reading, writing, and arithmetic skills and helps students and adults transfer these skills to everyday living at home and work.

Due to the change in makeup and function of the American family and its individual members, the need to counterbalance high tech with high touch, the multitude of socio-economic

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problems, and the effectiveness of Consumer and Homemaking Education to meet the needs of families, the National Association of State Supervisors of Vocational Home Economics joins with the American Vocational Association and the Vocational Home Economics Education Coalition, which includes the American Vocational Association, American Home Economics Association, and Home Economics Education Association, to make the following recommendations for the section of the reauthorized Vocational Education Act identified as Consumer and Homemaking.

1. Consumer and Homemaking Education is unique in its mission and responds to different socio-economic needs than do the other programs in Vocational Education. Policy makers should provide the national leadership needed to allow this program to remain visible at the national level and provide the direction for states and local educational agencies. Consumer and Homemaking Education should remain a separate category in Vocational Education reauthorized legislation with clearly defined purposes for accountability.
2. Consumer and Homemaking Education funding should be provided to improve, expand, and update Consumer and Homemaking Education programs for males and females in light of their effectiveness, the need to counter-balance high technology with high touch, the changing function, form and needs of the new American family,

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and the National priorities for target populations and societal concerns.

3. National priorities for Consumer and Homemaking Education should initiate and sustain outreach programs for targeted special populations such as:
 - . economically and socially disadvantaged families in depressed areas
 - . the aged
 - . school aged parents
 - . single parents
 - . displaced homemakers/workers
 - . handicapped
 - . incarcerated individuals
4. National priorities for Consumer and Homemaking Education programs should address such current and emerging concerns such as:
 - . managing individual and family resources
 - . conserving limited resources
 - . making wise consumer decisions
 - . improving nutritional status
 - . improving parenting skills
 - . improving responses to individual and family crises
 - . managing home and work roles
 - . adjusting to the impact of new technology on life and work

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- . encouraging the elimination of sex stereotyping
 - . expanding occupational options
5. Federal funds should be provided to improve and expand support services for Consumer and Homemaking Education which may include: demonstration of innovative and exemplary projects; community outreach and program promotion to reach targeted populations; collaboration with other education, community, and industry resources for better coordinated, cost effective programs; transference of math and science skills to practical life skills through consumer and homemaking education courses / curriculum development; research and program evaluation; development of instructional materials; teacher education; upgrading of equipment; teacher supervision; state administration and leadership including activities of the student organization.

I believe in Consumer and Homemaking Education, and I believe it is one of the most useful programs in the educational system today. Through national leadership, the direction for the eighties and nineties can be established so that all Consumer and Homemaking educators can work in partnership to effectively address national concerns.

APPENDIX

The appendix includes recently published articles that are supportive to this testimony.

Appendix A: The Flint Journal on Tuesday, September 23, 1983, published two articles about a consumer and homemaking program in Flint, Michigan, both of which emphasize the use of micro computers in the home economics classroom and the substantial increase in the number of males participating in the program.

Appendix B: Includes a magazine article which will be published in the October issue of the American Vocational Association's Journal, VocEd. This article discusses the role of consumer and homemaking in serving the needs of the dislocated worker and cites specific examples of such programs in Ohio, Michigan, and West Virginia.

(EDITOR'S NOTE: Due to printing limitations, and in the interest of economy, the appendix material listed above was retained in the files of the Committee, where it may be researched upon request.)

TESTIMONY

of

Raymond G. Wasdyke

at Public Hearing

on

Access Offered Non-Public School
Students to Vocational Education

Mr. Chairman:

My name is Raymond G. Wasdyke. I am a Program Director in the Center for Occupational and Professional Assessment at Educational Testing Service. I have been studying and writing about programs of vocational-technical education for the past thirteen years.

In 1980 I was the principal author of a report, entitled Providing Students in Nonprofit Private Schools with Access to Publicly Supported Vocational Education Programs. This report was prepared under contract with the U.S. Department of Education.

Before I begin my testimony, I would like to make it clear that I am appearing here as a private citizen, not as a representative of the Educational Testing Service where I am employed nor of the U.S. Department of Education which funded the report cited above. The views I shall present to the Committee are entirely my own and do not necessarily reflect those of either ETS or the Department of Education.

Although students enrolled in nonprofit private institutions have comparable employment needs as their counterparts in the public education sector, traditionally they have not had comparable opportunities to prepare for employment. A broad array of structural, attitudinal, and fiscal problems, among other barriers, have effectively worked against the involvement of private

school students in publicly financed vocational education programs.

Congress first officially recognized the importance of providing all students with relevant preparation for employment through its 1968 amendments to the Vocational Education Act of 1963, and through a subsequent revision of those amendments by passage of the Education Amendments of 1976 (Public Law 94-482). Title I--Vocational Education, Part A, Subpart 2, Basic Grant, provides that funds available to the states under Section 120 for cooperative vocational education programs be made available to private school students. Subpart 3, Program Improvement and Supportive Services, Section 132 (b), Exemplary and Innovative Programs, and Subpart 4, Special Programs for the Disadvantaged, Section 140 (b), contain similar provisions for the participation of private school students.

The Vocational Education Amendments of 1976 and the accompanying rules and regulations include quite specific and carefully delineated provisions. Basically, these regulations require that public school vocational education staff first identify students enrolled in private schools who may have educational needs similar to their public school counterparts. After assessing the needs of these private school students in relation to the federally funded vocational education programs, public school vocational education administrators should provide these students with genuine opportunities to take part in these programs, which are designed to serve youth in both public and private schools.

The available evidence suggests that private school students are not adequately served; the requirements of the Vocational Education Amendments of 1976 have not been met. It appears on the strength of the evidence to date that

little real progress has been made since provisions for private school students' involvement in federally supported programs were included in the Vocational Education Amendments of 1968.

Although some states, especially New Jersey, Ohio and Illinois, have taken pioneering steps to ensure full implementation of the legislative provisions, they are few in number. Interestingly, in some state departments of education where attitudes are non-supportive or even antagonistic toward private school students, local vocational administrators have provided the leadership to work out cooperative arrangements with private institutions.

In most states, however, legislative guarantees of federal assistance have not been transformed into equitable educational opportunities for private school students. The crux of the issue is control over access. The state or local educational agency responsible for implementing the legislation -- in this case the Vocational Education Amendments of 1976 -- in large measure controls the access of private school students to vocational education programs.

Of the obstacles standing in the way of cooperation between private and public institutions, the most prevalent and persistent seem to be attitudinal and communications problems. Misperceptions, negative stereotypes, and distrust are shared by private and public educators alike.

Without exception, positive interaction between these two educational sectors relies heavily on previously existing personal friendships. Furthermore, where successful cooperative programs exist, they were initiated

and implemented on the basis of a commonly held view of the importance of serving the vocational needs of all our nation's youth regardless of whether they are enrolled in private or public institutions.

Whereas the Vocational Education Amendments of 1976 have created the context in which the vocational needs of private school students can be met, the decision as to whether state and local education agencies will operate within this context has, for the most part, been made by the agencies themselves.

The continuing tragedy is the untold cost to society of labor market entrants who are vocationally skill deficient. Although private school educators have traditionally held basic skills education in high esteem, they also recognize that basic skills and vocational education are prerequisites to active participation in the work force. Both are necessary, neither is sufficient.

The issue is whether we can afford the luxury of not providing all our nation's youth with access to federally funded vocational offerings. The opportunity costs are small compared to the burden of excessively high youth unemployment.

Recommendations for increasing the participation of nonprofit private school students in federally supported vocational education programs:

1. Provisions for the involvement of private school students in federally supported vocational education programs should be expanded to include all programs.
2. Joint planning by private and public school personnel should take

place at all governmental levels.

3. Private school representatives should be included in local vocational education advisory groups. Furthermore, those selected to represent the private sector should be thoroughly familiar with private education at the elementary and secondary levels.
4. Private school representatives should be invited to participate in state and local workshops, seminars, and conferences dealing with vocational education.
5. Private school representatives should receive all materials on vocational education that are routinely distributed to public educators.
6. Model programs of cooperation between private and public institutions should be developed, and information about them should be widely disseminated.
7. State and local educational agencies should develop and implement outreach programs directed at the private education sector.
8. State plans for vocational education should include a section that describes state objectives, procedures, and other provisions for serving private school students.
9. State commissioners of education should allocate a portion of their discretionary funds for the development and implementation of innovative and exemplary programs of cooperation between private and public schools.
10. The U.S. Department of Education should prepare and disseminate policy statements regarding the participation of private school students in public vocational education programs.
11. The rules and regulations governing federal assistance to private

school students in all federally funded education programs -- handicapped, bilingual, vocational, and so forth -- should be reviewed and made as consistent as possible.

12. Each state agency responsible for administering federal funds for vocational education should designate someone within their organization to be responsible for encouraging and initiating cooperative arrangements between private and public institutions.

Statement on Behalf of the
American Association for Counseling and Development

by

Ms. Ida Rogers
Academic Advisor, Anne Arundel Community College
and National Vocational Guidance Association Representative
to the AACD Government Relations Committee

Mr. Chairman and members of the Subcommittee on Education, Arts and Humanities, I am Ida Rogers, Academic Advisor at the Anne Arundel Community College in Arnold, Maryland and a member of the Government Relations Committee of the American Association for Counseling and Development. My responsibility on the AACD Government Relations Committee is to represent the interests of the National Vocational Guidance Association, the national division focusing on career and vocational guidance services and programs.

I am pleased to be here this morning representing the views of the 41,000 members of the American Association for Counseling and Development (formerly the American Personnel and Guidance Association) at these very important hearings on vocational education. The counseling profession has long been concerned with workbound youth and adults. In fact, the first formal counseling organization, the National Vocational Guidance Association, was founded in 1913--four years before the Smith-Hughes Act was enacted to focus on vocational education in the United States. Today, NVGA and AACD's other 12 national divisions span every aspect of counseling and guidance work in education, mental health, rehabilitation and related human service settings. Our commitment over time to the career and vocational development needs of this nation's citizenry is apparent and well documented.

The professional counselors, counselor educators, guidance supervisors and related socialists who comprise our organization fully support the improvement and extension of vocational education programs which many individuals and groups have called to the attention of the Subcommittee's oversight hearings on the Vocational Education Act. We are most concerned that future vocational education legislation addresses the career and

vocational guidance needs of children, youth and adults. Today, I hope to focus on the present state of vocational guidance in the United States and the future direction that it should take. I will address the needs of the general population and those of the disadvantaged, women; minority, handicapped and adult citizens who are underserved by the present system.

As young people pass through the awareness and exploration phases of their career development, the services offered by comprehensive guidance programs can be useful in enhancing the quality of the educational and vocational decisions that each student must make. As late adolescents and adults continue in this decision-making process and deal with the specific concerns of entry into the workforce, they too, require special attention that can be offered by professional counselors through guidance programs. The adult--early career or midcareer, employed or unemployed--may need the services offered in a guidance and counseling program to: 1) enter the workforce, 2) move from one occupational field to another, 3) retrain for an occupation with the provision of security, 4) re-enter the workforce following time at home as a parent, or 5) move to an occupational field which fully utilizes one's aptitudes, abilities and interests, and leads to a level of personal satisfaction and fulfillment. In addition, women and girls, minority youth and adults, and handicapped persons of all ages must receive focused and specialized attention to their career and vocational development needs if they are to fully utilize the range of educational and occupational options open to them.

As my preceding testimony points out, the needs of our citizenry are broad and diversified. Every American citizen can benefit from the provisions of a quality program of guidance and counseling services which

which includes the following elements: 1) Individual and group counseling, 2) occupational, educational and financial aid information and resources, 3) testing, measurement and appraisal resources, 4) orientation programs, and 5) placement services. These services must be offered to all students as a part of their general educational experience and tailored, whenever appropriate and possible, to assist individuals in preparing for, entering, and advancing in the valuable vocational and technical education programs offered in our schools. The provision of improved counseling and guidance services to children, adolescents and adults will result in a population which:

1. Understands the range of career and vocational opportunities provided through vocational education, trade and technical education, and community college programs.
2. Chooses or makes better choices from the variety of educational and occupational options.
3. Moves into career and occupational fields based on sound decision-making constructed upon self-awareness of aptitudes, abilities and interests.

Dr. Edwin L. Herr, current President of the American Association for Counseling and Development, offered the following statement before the U.S. Senate Labor and Human Resources Committee, Subcommittee on Education, Arts and Humanities, oversight hearings on guidance and counseling (April 28, 1982) which has relevance here. Dr. Herr stated:

"As counselors employ the individual and group counseling, information services, testing, skill-building workshops and related activities, their goals are not to classify and channel individuals into rigidly defined occupational or training quotas. Rather, the intent is to help these individuals gain intelligence about their personal characteristics and possibilities, understand their multipotentiality, become educated to choose, and to take constructive and planful action. Before the counselor can get to such goals, however, it is often necessary to help the student or adult client cope with their changing and, perhaps,

neglecting family situations, discontinuities and crises in their lives, loss of a loved one, substance abuse or the lack of adequate psychological or economical resources to sustain the individual through the current phase of their education and into the next lifestage."

This kind of philosophical attention to individual needs has not precluded a role for guidance and counseling in human capital development in the United States. For example, in this nation, within the context of individual freedom of choice which we rightly prize, the National Defense Education Act of 1958, which gave guidance and counseling its major place in the schools of the United States, did so because of the needs of the nation to identify young people of scientific and technical talent and to encourage them to enter the study of sciences and mathematics in our colleges and universities. While many other outcomes ensued as a result of the effects of the National Defense Education Act (e.g., vastly expanded counselor training programs, major research activities designed to study the most effective ways of training counselors, new insights into measurement of individual characteristics and into career behavior, the growing acceptance of counselors as playing an important role in the career development process), professional counselors made major contributions in helping the United States achieve its educational goals during the 1960's and 1970's.

The past 20 years has seen guidance and counseling identified in many pieces of national legislation as methods of dealing with the problems of economically disadvantaged students, women and members of minority groups dealing with sexual and racial discrimination, vocational education students choosing curriculum or jobs, handicapped students being mainstreamed in American education, issues addressing the employment

and unemployment of youth and adults and related issues such as career education, school vandalism, and underachievement. A brief analysis of the content of the Vocational Education Act of 1963 and its related amendments, the Elementary and Secondary Education Act, the Education for All Handicapped Children Act, and related state and national legislation suggests the importance which has been placed on the implementation of guidance and counseling in responding to such national issues. While each of these expectations of guidance and counseling have a personal development emphasis, it also has implications for effectively enhancing and increasing America's human potential.

With a lack of a guidance and counseling unit in the U.S. Department of Education designed to address and monitor national needs in counseling and related status issues, limited Federal program attention has been devoted to the status of guidance and counseling as it relates to the important human needs outlined in this testimony. Rather, the primary level for the organization and administration services has been at the state and local level.

The United States Department of Labor reported in 1980 that approximately 75,000 counselors were employed in the schools, rehabilitation, college and related settings in the United States. Related data from the National Center on Educational Statistics and the United States Census Bureau reports an even higher figure of individuals who describe themselves as counselors. The American Association for Counseling and Development estimates that approximately 67,000 counselors currently function in the elementary schools, junior high schools, secondary schools and adult education programs of the United States. While this figure sounds impressive,

one must realize that these persons are serving a student population that results in a counselor to student ratio at the secondary school level across the nation of one counselor to 425 students and, at the elementary school level, one counselor to every six elementary schools. Such ratios obviously mean that many students, parents and families in the United States have limited or no access to guidance services either in elementary, secondary or vocational education.

Given such extensive involvement with helping students consider and prepare for the future, it was disappointing to note that the recent widely publicized report of the National Commission on Excellence in Education, A Nation at Risk: The Imperative for Educational Reform, was silent in its recommendations on educational reform about the role of guidance or school counselors in helping to achieve the type of educational excellence that the Commission seeks. The more recent report by the Carnegie Foundation for the Advancement of Teaching, High School, however, specifically states:

"Guidance services should be significantly expanded. No counselor should have a caseload of more than 100 students. Moreover, school districts should provide a referral service to community agencies for those students needing frequent and sustained professional assistance."

Thus, to insure educational quality is to insist that appropriately trained, professional certified counselors are available in elementary, middle, secondary and vocational education programs to meet the guidance and counseling needs expressed by students and parents in a variety of national and local needs assessments. A recent document jointly published by the American Association for Counseling and Development and the American Vocational Association is worthy of specific attention. This study noted:

"One major problem that occurs is the uneven distribution of guidance staff availability in certain settings. As an example, if one were to review the staffing profile of the availability of guidance programs in our nation's 7,000 rural and isolated schools, there would be cause for alarm. It is estimated that in these locations, less than 10 percent of the elementary students have access to guidance programs, while at the junior high and high school levels, less than 40 to 50 percent of these students have access to guidance programs. (Pinson, et al)

In some of the largest states and cities, the counselor-student ratios in public schools are greater than the recommended ratio of one counselor for every 250 students. In a large midwestern state, the ratio at the high school level is one to 630. The average of combining the ratios of four of the 10 largest cities in the United States would approximate one to 740."

These figures can also be contrasted with the findings as early as 1959 by the Conant Commission on Improving the American High School which recommended a ratio of one school counselor to every 27 students or the 1971 White House Conference on Youth, which recommended a ratio of one to 50 students. Except in rare instances, even in the days of strong fiscal support for guidance and counseling from the National Defense Education Act, we have never committed sufficient resources to begin to approach a ratio of one counselor to 250 or fewer students in the United States.

Counselors have played an important roles in the vocational education mission of American education. As counselors, not unmindful of the challenges this society has placed in front of vocational education, we join with our colleagues in that field to restate certain common concerns:

1. How can guidance be provided early enough, fully enough and long enough to assure that employable skills transcending specific job competencies are in the portfolio of every American citizen.
2. We must explore avenues for attracting and holding minority, women, handicapped and adult learners, in the comprehensive vocational education programs offered through our high schools, vocational technical education programs and community colleges.

To these issues we add two questions paraphrased from a legislative issues agenda proposed by a National Center for Research in Vocational Education Task Force convened in the spring of 1980:

1. To what extent should an educational program designed to give skills in nonbaccalaureate fields be expected to contribute to the individual, to the economy, to society?
2. And once this extent is known, what should drive Federal dollars, Federal requirements, Federal control in vocational education...national goals, state goals, workforce goals or individual goals?

The members of the American Association for Counseling and Development believe that our suggestions for strengthening vocational education can help Congress to answer many of these questions. Dr. Norman C. Gysbers, AACD Past President and former President of AVA's Guidance Division, has stated:

"Like vocational education, guidance is a program specifying learner outcomes which can be measured as specifically as job skills. These learner outcomes should include: 1) Knowledge of career options and labor market data, 2) ability to make informed choices based on known aptitudes and interests, 3) improved interpersonal skills, confidence and self-esteem, 4) skill in seeking, finding and holding a job, 5) correctly anticipating the demands of the workplace, the employer and one's fellow workers, 6) improved work habits such as punctuality, perseverance and job completion."

Gysbers further states: "Like vocational education, guidance has its own professionally recognized personnel, trained in assisting students to achieve these and other competencies related to a full and equitable representation in the adult work world. These professionals rely more on the principles of teamwork than do other practitioners. They recognize that without the involvement and cooperation of other staff, parents, employers and community agencies and groups, these outcomes will be far more difficult to achieve."

With respect to the consideration of future vocational education legislation, the American Association for Counseling and Development recommends that:

1. Any revised or modified vocational education programs must have a strong and viable vocational guidance and counseling component running throughout the various titles and sections of such legislation. Such a component or components should have adequate authorizations and provide for trained professional guidance staff or the means to obtain such personnel.
2. Current provisions for vocational guidance and counseling in existing legislation are not adequate. If this nation wishes to begin to solve its massive unemployment and economic problems, it will need to provide funds and programs to suitably guide, direct and counsel in-school and out-of-school youth into vocations and jobs which are useful, productive and satisfying and have the potential for full and lasting employment. Vocational guidance and counseling offers the hope for accomplishing this objective.
3. Future vocational education legislation must set aside not less than 15 percent of each state's allocation for vocational guidance programs. Such programs should include the following elements:
 - a. The training and retraining of guidance personnel in career and vocational guidance skills.
 - b. Research and development components which address needs assessment, evaluation and the demonstration of exemplary vocational guidance and counseling programs.
 - c. Resources, equipment and facilities for vocational guidance and counseling programs.
 - d. Program development and implementation activities including components of career awareness exploration, decision-making, orientation, placement and followup.
 - e. Provision of special programs and activities designed for women, minority, handicapped and adult clientele.
 - f. Staffing of vocational guidance and counseling programs with certified educational personnel.
 - g. Provision of community outreach capability to meet the special needs of out-of-school youth and adults.
 - h. Programs which focus on collaboration with business, industry and labor at all levels of vocational education and guidance implementation.
 - i. Programs which foster counselor collaboration with vocational education instructors, administrators, supervisors,

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curriculum specialists and related personnel.

- j.- Programs which provide opportunities for counselors to obtain firsthand experience in business and industry and projects which provide opportunities to acquaint students with business, industrial, labor market and related training opportunities.

Mr. Chairman and distinguished members of the Subcommittee, I thank you for this opportunity to present the views of the American Association for Counseling and Development on vocational education and, more specifically, the role which career and vocational guidance can play in this important aspect of American education. I would be pleased to answer any questions you have on these recommendations or provide supplementary information as a followup to this hearing to assist you in your deliberations.

JRE:FEB:LH
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FEDERAL RELATIONS

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TESTIMONY

on behalf of

THE NATIONAL SCHOOL BOARDS ASSOCIATION

ON

The Reauthorization of the Vocational Education Act

before the

SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES

of the

COMMITTEE ON LABOR & HUMAN RESOURCES
U.S. Senate

NATIONAL SCHOOL BOARDS ASSOCIATION

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INTRODUCTION

NSBA is pleased that we can submit this testimony to the Senate Subcommittee on Education, Arts and Humanities. The National School Boards Association is the only major education organization representing school board members who govern the nation's public school districts. Throughout the nation, approximately 90,000 of these individuals are Association members. These people, in turn, are responsible for the education of more than 95 percent of the nation's public school children.

Currently marking its forty-fourth year of service, NSBA is a federation of state school board associations, with direct local school board affiliates, constituted to strengthen local lay control of education and to work for the improvement of education. Most of these school board members are elected public officials. Accordingly, they are politically accountable to their constituents for both education policy and fiscal management. As lay unsalaried individuals, school board members are in the rather unique position of being able to judge legislative programs purely from the standpoint of public education, without consideration to their personal professional interest.

For years, vocational education at the secondary level has played a significant role in developing the longer-term educational and occupational future of millions of American youth. Given the changing nature of work, and

the pressures which those changes place on student preparation, vocational education is now in a period when an expansive federal role should be undertaken at the secondary education level to support innovation and program modernization. To that end, federal programs should be designed to improve our capability to serve the broad spectrum of America's students in high quality vocational education programs and courses. The group of students requiring vocational services should include those who are college bound, educationally disadvantaged, limited English speaking, handicapped, as well as those students who have traditionally sought the benefits of vocational education.

At the same time, we recognize that secondary vocational education and the notion of an expansive federal role, has its critics. The Administration's bill, for example, would diminish the relative federal role in secondary vocational programs--and then narrow the primary focus to occupational training for target populations. NSBA does not support this type of limited approach.

In essence, the Committee is being presented with a major choice of direction for the federal vocational education program as it is now authorized and administered.

In urging a comprehensive federal program at the secondary level, our testimony will be directed at clarifying some of the conceptions about secondary vocational programs. We believe that secondary vocational education, including the role of the federal government, should be carefully

defined and distinguished from the needs and goals of age-groups which are served by other education and training programs. In addition, we would like to highlight those legislative criteria which, we believe, will result in an effective federal program. In this manner, we hope to define what NSBA means when we speak of a "comprehensive program." Finally, we will comment on H.R. 4164 from the standpoint of how it fits within our concepts and criteria for legislation.

PART A: General Concepts About Secondary Vocational Education

Concept # 1. At the secondary level vocational education should be regarded as an educational program (including occupational components)--and it should be evaluated as such

There is a tendency to think of vocational education in stereo-typic terms. Regardless of whether the picture is one of the traditional shop or the more contemporary laser lab, some observers equate vocational education with training for specific work skills. Once that parallelism is drawn, then the design of programs and how they are evaluated will be tied to the student's first job (for which he was trained)--and the extent of the employer's satisfaction with the students' performance. While an approach based on this type of occupational or labor market outcome may be appropriate for adult programs, older youth, or special situations (e.g. training for the handicapped and certain educationally disadvantaged youth), we believe that the objectives for secondary students--and therefore the measure for success--should be more encompassing.

At the secondary level, the major goal for most vocational students should not be limited to specifically training them for those entry level jobs which happen to be available in the local market during a particular school year. Rather, the goal should be to provide students with a more comprehensive and enduring foundation for work.

In addition to being able to obtain employment, that foundation should prepare secondary students to exercise career options beyond the entry level, as well as to prepare them for further training whether it occurs at community colleges or at four year postsecondary institutions--or by business. Specifically, that foundation should include the mathematical, language, communication, and problem solving background that is associated with the mastery of a range of occupations--beyond the entry level in any occupation. As such program success should be measured, in part, by educational achievement--which is a very different measure than whether the student landed the job.

As compared with a training program, an education program must meet a much higher standard in that both the long term educational needs of the student must be met, as well as the short term occupational needs of landing the first job and gaining the satisfaction of the first employer. As an educational program we are also interested in the student's second job and second employer.

In summary, vocational education should form the foundation for a lifetime of work including success on the first job. This is part of what we mean when we say that there is a federal interest in keeping vocational education firmly directed toward education goals as contrasted to training objectives.

CONCEPT # 2. Vocational education should be available to a broad range of students.

As we noted earlier, one approach to secondary vocational education--at least in terms of the federal role--is for the program to serve primarily the entry job level needs of special populations. We agree that entry level preparation for disadvantaged youth is a crucial function. However, at the same time the scope of vocational education should reach other categories of student's as well. Four examples come to mind to demonstrate the scope of vocational education. First, we anticipate that the coming technological era will generate an expansion in the number of "vocational" careers which will be built upon a four year college experience. Hence, the sharp line which currently separates the so-called vocational and academic "tracks" will blur in certain areas. Second vocational education should serve those students whose ability to capture academic concepts in the regular classroom setting may be limited (although they may not be disadvantaged)--but who can achieve in a vocational instructional setting.

Third, populations who suffer from some form of disadvantaged condition should not have their vocational opportunities limited to training for entry level jobs and job-seeking activities. In other words, where appropriate, economically disadvantaged and handicapped students should have the opportunity to reach higher vocational levels, rather than being placed on a track of under-achievement. Fourth, as requirements for high school graduation in English and math increase, vocational students should not face the uncomfortable choice between less high school vocational education on the

one hand--and not making the academic grade on the other. These students should have a vocational program that incorporates higher academic standards.

At the same time, we recognize that the scope of secondary vocational education at the local level and the appropriate federal role are not necessarily interchangeable. This takes me to our third concept.

CONCEPT #3 Secondary Vocational education requires assistance from the federal level for the purposes of innovation, modernization, and target populations.

At minimum, the federal government should support those activities which only it can provide a (e.g. financing research, information dissemination, and pilot projects which identify and respond to national trends). Further, the federal government should support the capacity of school systems to build effective contemporary vocational education programs. Minimally, it should help finance activities and situations where local units a) do not have the resources to do so on their own and b) need greater encouragement and stimulation to meet national goals and trends.

It has been argued that the federal government's role in vocational education has out-lived its usefulness because state and local funding out match federal funding by at least eight dollars to one. However, it should be realized that school district operations are highly labor intensive. Indeed, over 70% of most school district budgets are tied to staff salaries. After accounting for fixed costs, such as fuel charges, most districts do not have discretionary funding beyond a few percentage points of their budget to

innovate, replace outmoded instructional material (and equipment) re-design curriculum and so on. Because vocational programs are so much more expensive than other classroom programs, it is particularly difficult to achieve the kind of timely changes that are necessary. Consequently many vocational programs do not change, not because the school district does not wish to change but because they do not have the resources to do so even if they wished to do so. To make the significant program and facility changes that are needed, school districts will need assurance that the resources will be available to make those changes.

Generally, school districts need federal assistance for the following types of activities:

- To revise vocational curriculum to reflect the broader and longer term market place, and to sequence their programs with the programs and standards of community colleges and four year institutions.
- To update teaching requirements, including inservice training programs to upgrade the existing teaching force.
- To ensure that guidance and counseling programs stay abreast of major employment trends (short and longer term) in the local, state, regional, and national markets.
- To replace obsolete equipment so that students can learn concepts and applications which are tied to contemporary work settings.

- To utilize resources from local businesses to modernize teacher skills, to avail themselves of contemporary equipment and materials, and to obtain practical advice in developing curriculum.
- To experiment and operate pilot education programs so that more effective ways to deliver vocational education instruction can be developed.
- To support programs for higher cost target populations (including programs to remove sex stereotyping as well as programs for students who are educationally disadvantaged, handicapped, or who have limited English speaking ability) so that access and equity to quality vocational education programs is available to all students. .

PART B: Criteria for a Federal secondary vocational program.

In urging a comprehensive federal role to support the activities of local school districts, NSBA recommends that the Committee include six key components in its bill--each of which is summarized below.

1. A definition of secondary vocational education.

Earlier in our statement, the point was made that vocational education at the secondary level must be distinguished from (but related to) programs at the post secondary level. The definition of secondary vocational education should include:

- a) programs which prepare the student for a career.
- b) programs which prepare the student to pursue a career requiring post secondary education, including a baccalaureate degree, or other instruction.
- c) programs which develop the academic foundation of the student (e.g. math, communication and problem solving skills) in a manner which supports longer term occupational objectives, including the eventual pursuit of careers requiring post secondary education.

2. A statement of the federal purpose in secondary education.

In order to avoid some of the confusion which currently is associated with the purpose of the federal program, the legislation should clearly define the reason that the federal government has a role in secondary vocational education. Consonant with the three general concept points which we made earlier in our statement, the federal purpose must include institutional support to school systems for:

- a) innovation and modernization of programs, as well as the capability to explore new directions through the use of pilot programs.
- b) programs for special populations (including the increased costs to maintain such programs) and

- c) activities to develop the educational and occupational skills of students to meet short-term and long term career needs.

3. Local evaluation criteria to ensure that the federal purposes are being met and that programs are appropriate for the secondary student

At the secondary level it may be appropriate, in the case of some students, to measure program success on the basis of whether the student found an entry level job. However, the evaluation of local secondary programs should be (also) tied to the following criteria:

- a) the reduction of drop-out rates of students in vocational education programs as compared to students in other programs.
- b) the general improvement of student performance on test scores in academic areas
- c) the improvement of general and specific job competencies of students enrolled in vocational programs
- d) the admission of vocational students into community college and to 4 year programs
- e) the extent to which vocational education and programs utilize the resources of private industry

4. Funding formula to local school districts should be made pursuant to a local student count.

For secondary programs, each state's allocation should be redistributed to local school districts in proportion to local enrollment--with a weighting factor for those districts with high concentrations of disadvantaged students.

NSBA supports the notion of a federally designed local formula as a means of a) identifying federal dollars in the school system (and the purposes to which they are tied) b) reducing the uncertainty and lack of program integration that is associated with project grants and c) recognizing and supporting the reality that, program innovation and modernization, as well as more generalized assistance for target populations, should be an on going process for all school systems--and not an activity which is tied only to the grant cycle.

5. Local school districts should have full control over their vocational programs.

NSBA believes that secondary vocational programs should be developed and operated in a manner which involves the resources and advice of other institutions and service delivery systems. However, we also believe that ultimately it is the local school district that must decide what type of program best serves the overall educational interest of the student.

In recent months we have been concerned over a number of suggestions that

would a) extend the advisory role of local businesses into actual program determinations and b) create funding preferences and impose conditions to subordinate the use of federal vocational funds to the operation of the Job Training Partnership Act.

With respect of the role of business, we believe local business will productively serve vocational programs. However, where 14 to 18 year olds are concerned care must be taken to ensure that programs will be broader than the training of students for immediate local job market needs.*

The Job Training Partnership Act promises to be a positive force in the development of job skills for people who may otherwise be unemployable. Since JTPA can serve youth, the question raised is what should the relationship be between JTPA and vocational education--including the federal role. In this regard we have four points to make. First, because the federal role in vocational education should serve a broad base of students (including disadvantaged youth), the main function of the federal vocational program should not be the operation of JTPA programs. Second, in the event that the federal vocational law places varying kinds of institutions into competition with each other (e.g. secondary schools, technical schools etc.) any effort to

* This is not to say that many business people are unresponsive to the broader educational development of students, but only that ultimate program determinations must reside with the school system.

give preferences to those institutions which run JTPA programs or which pattern their program on JTPA would be inappropriate because a) local school districts have been substantially excluded from JTPA and therefore would per force be excluded from the vocational program and b) local school districts should not be encouraged to set aside appropriate educational goals in order to obtain or retain federal vocational funding. Third, while NSBA believes that coordination between the vocational program and JTPA should be encouraged (where appropriate), at the secondary level JTPA programs should be coordinated with secondary programs and not visa versa. Fourth, while JTPA promises to be a successful program, it is still untested. Accordingly, we believe that the future of the federal role in vocational education should not be tied inextricably to the JTPA delivery system.

6. The federal role should include a priority for equity concerns

Throughout our testimony we have advocated that the federal role must support special programs for target populations, including students who are educationally disadvantaged, handicapped, or who have limited English speaking ability. Given the high costs of special programs for those students, as well as the lack of school district funds (particularly in those districts in which such students reside in high concentrations), federal funds should be usable for both maintenance and development purposes. In order to give a proper priority for special populations, the entire authorization for vocational education should be greatly expanded with a view toward a) allowing such expenditures under the basic program and b) creating a separate part or title which is committed solely for those special populations.

Finally, not only has the nature of the workplace changed at a rapid pace, so have the opportunities for women. At the secondary level, federal funding should support programs to help orient guidance counselors and teachers to the special needs of female students in their choice of careers and in their preparation for the job market.

7. Other areas of major concern for secondary education

In recommending an expanded and defined federal role for secondary vocational education, it is clear that overall funding for the federal program should be greatly increased. Funding for vocational education has been relatively stagnant over the years; and, in real dollars the level of funding has diminished. Accordingly, we urge the committee to significantly increase authorization levels.

NSBA is totally opposed to any effort to extend the non-public school provisions beyond the level of participation currently contained in Vocational Education Act. In this regard, we urge the Committee to extend the existing compromise language.

PART C: OVERVIEW OF H.R. 4164

At this time I would like to turn to H.R. 4164--which was introduced by Chairman Perkins and several members of the subcommittee on October 19th. NSBA does believe that several adjustments would have to be made to the bill in order to bring H.R. 4164 into full harmony with the philosophical and

operational framework which I outlined earlier. However, as a general position H.R. 4164 does present a responsible and realistic approach, and; therefore, it warrants support as a mark-up vehicle before the House Committee.

The remainder of my comments on the bill will address how H.R. 4164 fits within our framework; and, where it needs amendment in order to make it an ideal federal delivery system for secondary vocational education at the school district level.

1. A Definition of Secondary Vocational Education/Statement of Federal Purposes.

Unlike many pieces of legislation, the statement of purpose contained in this bill is critical because many of the operational provisions are cross-referenced to it. In this regard, we are pleased that section 101(b)(3) speaks to the "academic foundation of vocational students in mathematics, science, written, and verbal communication". While the permissible uses of Basic Grant funding, which are set forth in section 202, are broad enough to encompass this key educational concept, we urge that the same terminology be clearly specified within section 202 as well.

We were pleased that our concern to provide for the broader and longer-term educational needs of secondary vocational students were addressed in other parts of the bill. That is, the bill carries forward the theme to develop the student's academic foundation in the definition of curriculum materials (sec. 451 (6)) and in the design of the state plan (sec. 411 (c)(2)(C)). However, with respect to the latter provision the language should

include an academic foundation in "written and verbal communications", as well as "science and mathematics".

We were also pleased that the state plan must set forth the role and expectations for vocational education in various institutional settings and for the various age levels. This requirement should help clarify that vocational education is not a monolithic activity--but a variety of activities to meet a broad range of needs for individuals at different stages of their educational and occupational development. However, the definition of vocational education (section 451 (25)) should be broadened to include students whose occupational objectives include the attainment of a baccalaureate degree.

While the three year local plan (sec. 413) is referenced back to statement of purposes, we believe that any local assessment (at least at the secondary level) should clearly include the "the academic foundation" of students, and not just an assessment of their occupational skills.

2. Local Criteria

Since the evaluation of local programs can have a significant bearing on the design of programs--as well as on which local applicants actually receive grants, great care needs to be taken in dealing with the evaluation section of the bill (section 422). While section 422 does tie local program evaluation to the statement of purposes, we are concerned that the specific criteria which are set forth are too occupationally directed--and do not

adequately reflect the full range of other secondary goals: e.g. reducing drop-out rates, improvement on test scores in the academic areas, and admissions into community college and four year programs and improvement in general competencies.

In providing for local evaluations, the state should play a role within the framework of the state and local plans. However, NSBA believes that the evaluation team should be designated by the local school system (not the state)--but consisting primarily of persons who are independent of it.

3. Funding formula to local school district/protection for secondary programs

NSBA was pleased that Part E--which deals with special populations would be funded on a local formula basis. For the reasons set forth earlier in our statement, a local formula should enhance as well as more effectively connect federal purposes with local uses.

In an ideal setting, the same formula approach should be taken in distributing basic grant funding to local school districts.

However, regardless of whether the basic grant program contains a local formula, NSBA is seriously concerned that, as a result of the appropriations process, H.R. 4164 could work to diminish total federal funding at the secondary level.

The reason is that the bill establishes six separately funded parts. While, the funding of each of those parts "promises" to increase total federal funding, we are concerned over the possible results if that promise doesn't

materialize. Specifically, since, under current law, most of the basic grant funding is directed at secondary schools, any effort in the appropriations process to "level fund" the new program by spreading the funds over those parts which do not involve secondary programs (e.g. Part D for High Technology and Part F for Adult training)--will cause secondary programs to lose (especially since the post-secondary set aside in the basic grant program was increased to 30%). In other words, in moving to a new program, we see the secondary level taking all the "risks" on the "chance" for new money. Accordingly, we strenuously urge that some form of protection be placed into the bill to protect secondary funding against inadequate appropriation levels.

4. Local Control

As noted earlier, NSBA is concerned that the federal role in education should not be controlled, or driven, by the untested JTPA. However we do support coordination between the two programs. In this regard, we can support the manner in which this coordination was treated under Part E (sec. 243). Correctly, section 411(c)(6) makes it clear that "such coordination shall not be used to establish priority for (SIC) funding to eligible recipients under this Act". However, since local school districts have been excluded from participation in JTPA, this point should be strengthened in two respects. First, it should be made clear that JTPA coordination should not be used as a criteria for establishing eligibility as well as priorities. Second, the plan should describe methods for coordination between the vocational act and JTPA and not make such coordination the sole burden of the vocational programs--as it is currently stated.

5. Federal Priority For-Equity Concerns

While NSB's supports the concept that the federal government should support a broad range of student needs at the secondary level, we are committed to providing special emphasis programs for disadvantaged, handicapped, and limited speaking populations, as well as programs to eliminate sex stereotyping. To that end, we support the creation of a separate Part E to ensure highly visible attention for these students.

Conclusion

There is as strong a federal interest in vocational education as there is in any federal program to provide for the overall economic well-being of the nation. Unfortunately, the current federal program has not been funded in a manner which recognizes that fact. We urge the Committee to reauthorize the program with an expansive view. Accordingly, the secondary vocational component should be clearly defined and structured as to provide for the broad spectrum of students whose personal growth and economic contribution will be enhanced from a renewed federal effort. In this regard, with appropriate amendments, we believe H.R. 4164 presents a satisfactory mechanism for extending the federal role.

Thank you for the opportunity to testify.

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STATEMENT
OF
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VIRGINIA POLYTECHNIC INSTITUTE AND STATE UNIVERSITY
FOR
THE NATIONAL FFA ALUMNI ASSOCIATION
AND
THE NATIONAL VOCATIONAL-AGRICULTURAL TEACHERS ASSOCIATION

BEFORE THE
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES
OF THE
COMMITTEE ON LABOR AND HUMAN RESOURCES
U.S. SENATE

CHAIRMAN
HONORABLE ROBERT T. STAFFORD

OCTOBER 25, 1983

Dear Mr. Chairman:

It is a pleasure to have the opportunity to present to this committee these views about the reauthorization for vocational education. I am sharing my testimony from the perspective of a person who has been directly and continually involved in vocational education, primarily vocational agriculture for over thirty-five years. In addition, for the past ten years I have been actively engaged in farming and am well aware of the difficulties and problems faced by the agricultural segment of our economy.

I believe that it is critically important that vocational education be continued and increased to a level appropriate and necessary to provide vocational training for all (youth and adults) who need and can profit from such training. In this paper I will address some of the specific needs of vocational agriculture education in seven areas.

1. OCCUPATIONAL IDENTITY FOR VOCATIONAL AGRICULTURE

Vocational agricultural education is a program founded upon a sound philosophical base. This base embraces the importance of the relationship of knowledge and skills taught to their effective use and application. With this base upon which to build, the program has relevance, stability, and a sense of direction.

The overall strength of vocational education in agriculture emanates from instructional area identity. By specifically identifying the instructional area, vocational education in agriculture/agribusiness and natural resources is in a better position to be accountable for programs. The preparation of students for employment is related to specific instructional areas. At local levels, students, parents, employers and teachers are instructional area oriented. Industry looks to instructional areas in education for employee improved instruction, and teacher preparation.

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Instructional identity enhances interest, pride and motivation of the students, teachers and administrative personnel.

The National FFA Alumni Association and The National Vocational Agricultural Teachers' Association recommends Federal legislation identify and define the occupational areas which comprise vocational education, and that the definition of vocational education in vocational education legislation and the accompanying regulations include the identity of the instructional areas, including all levels of agriculture/agribusiness and natural resources along with the Future Farmers of America/National Postsecondary Agriculture Students Organization recognized by the Department of Education as an integral part of the program.

2. PREPARATION FOR ENTREPRENEURSHIP

Entrepreneurship is the organization and coordination of labor, capital, and land for efficient production. It is often used synonymously to mean "management." In the agricultural industry, the term, entrepreneurship, takes on a larger meaning because of the high risk associated with many of the components of the agricultural industry. Most commonly in the agricultural industry, entrepreneurship includes those who establish their own enterprises and are self-employed. It is, however, much more than this.

Entrepreneurship in the agricultural industry includes the management of farms and ranches as well as all of the agribusinesses which provide supplies and services to them and process and otherwise market the products of farms and ranches. It further includes the management of horticultural forestry, and natural resources industries.

Instruction in vocational agriculture needs to address entrepreneurship education in four economic functions: (1) production, (2) exchange, (3) distribution, and (4) consumption.

The production function is concerned with creating goods and services for the agricultural industry. This includes growing crops and raising

livestock; manufacturing chemicals, feed, and other supplies; and converting farm commodities into the forms desired by consumers.

The exchange function involves entrepreneurial education in the marketing of agricultural commodities. This includes placing a money value on goods and services and performing essential marketing activities.

The distribution function involves each person having a share in the production function and receiving payments (salaries, wages, etc.) for their contribution. The agricultural industry has often had inequitable distribution of purchasing power, primarily due to low wages for many workers in the industry. Improved entrepreneurship skills would result in more equitable distribution.

The consumption function relates to the use of goods and services. The production, exchange, and distribution functions must occur if consumption is to take place. The agricultural industry provides for the consumption needs of others as well as consumes many kinds of raw materials itself.

Instruction in these functions will improve economic literacy while, at the same time, entrepreneurial skills are developed.

Delivery of entrepreneurial instruction will require a variety of resources. Teachers who are competent to provide such instruction are needed. Their competency will necessitate appropriate pre-service and in-service teacher education. Instructional materials and facilities which contribute to the development of modern concepts of the agricultural industry and entrepreneurship are needed.

It is recommended that there be the provision in the federal legislation concerning vocational education to provide support for vocational agriculture and other vocational programs which prepare students whose occupational objectives related to entrepreneurship and that federal legislation support instruction that will assist entrepreneurs and workers to advance in their occupation.

3. YEAR ROUND INSTRUCTIONAL PROGRAMS

A founding principle of effective vocational education in agriculture includes supervised individual student occupational experience programs such as: productive entrepreneur enterprises, work experience, laboratory experiences and cooperative education. Through experiential oriented supervised occupational experience programs (SOEP), students "learn by doing" by applying agricultural knowledges and skills study in the classroom to a practical, useful occupational experience.

Given the primary purpose of vocational education in agriculture as the development of competencies (knowledges, skills, and attitudes) which lead to establishment in an agricultural occupation, the following and some generally accepted characteristics of the instructional program which relate to the concept of year-round instruction:

1. Students must experience, in a setting as close to their occupational objective as possible, the day to day activities performed by actual workers in that occupation. Pseudo experiences seldom can maintain student interest for the needed length of time to provide a meaningful experience.
2. The program must be of sufficient length to allow students the time to gain experience and develop skills. Students must remain in the supervised experience program long enough to develop the needed mental and manipulative skills and the habits and attitudes of a reliable, productive workers.

Federal legislation which encourages and assists in the conduct of year-round programs of vocational agriculture will have a significant, positive impact on the nation and its citizens.

4. FACILITIES AND EQUIPMENT FOR QUALITY PROGRAMS

Vocational Education programs are provided in small high schools in rural areas, in comprehensive high schools, in vocational high schools, and in vocational-technical centers. However, facilities in many schools are inadequate and equipment has not been kept up to date in line with advancing technology and with recently developed standards. Standards have been developed to serve as models against which all existing programs and activities can be evaluated. The standards serve as a guide for new and expanding programs.

Local funding in many cases has not been available to bring about appropriate facilities, equipment or improvement of programs operating in non-area school settings. Most frequently this is in the economically depressed areas, small rural and urban communities that lack the tax basis to adequately fund facilities and equipment. These areas normally contain higher than average unemployment. Likewise, safety provisions and modification of all facilities for the handicapped are lacking. Comprehensive high schools have populations of students who are not served by area vocational programs.

Adequate and up-to-date facilities and equipment are critical needs of both comprehensive high schools and other schools not being served by area vocational centers if they are to continue to provide instruction to develop entry-level competencies for all vocational agriculture students entering the agricultural labor force.

It is recommended that federal legislation provide support for the construction, improvement and modernization of vocational agricultural facilities including the purchase and repair of equipment and other instructional resources.

5. VOCATIONAL STUDENT ORGANIZATIONS (THE FUTURE FARMERS OF AMERICA)

Historically, vocational student organizations have been endorsed by local, state, and federal policy. The impact of student participation in organizations such as the Future Farmers of America (FFA) on students, teachers, industry, and society has been established in public secondary schools and documented in the literature. As an integral component to vocational agriculture, the FFA provides educational experiences for young people which are richer, more practical, more meaningful, and more challenging. Being "an integral part of" means the FFA is a tool of instruction which reinforces through activities, what the student learns in the classroom and/or on the job. The activities relate to the curriculum in such a way that they actually become an extension of classroom instruction. Thus, specific activities such as: public speaking; skill judging; problem solving; conventions; and meetings, complement the objectives of classroom instruction. Vocational agriculture teachers have long supported this concept. More recently, studies have been conducted which identify administrator and principal support of the FFA as an integral part of the instructional program.

In addition to providing students with positive attitudes and human relationships, the FFA is viewed by the agricultural business community as a mechanism which prepares students for eventual employment. Agricultural employers recognize the effectiveness of the FFA organization in moving the student from the classroom to the world of work. Employers seek out students possessing saleable occupational skills and positive work attitudes.

Clearly, students who fully experience the total vocational agriculture program (classroom, laboratory, supervised occupational experience and the FFA) are more apt to have the resources, skills, and abilities to become gainfully employed.

In some comments Dr. Robert G. Scanlon, Executive Director of Research for Better Schools, Incorporated, focused on the importance of providing for not only the technical needs of students and industry, but the needs of society as well:

The measure of a man is no longer his money, but his psychic well-being and self-fulfillment. The factor that determines success will be the quality of an individual's life. People in general are becoming more inner-directed, and consequently, are beginning to examine their role in society and how the role corresponds to their needs, capabilities, feelings, and values (Scanlon: 1976).

The Future Farmers of America is an established and proven mechanism for preparing the student to live a quality life which includes successful employment in the occupation of their choice. The support of the FFA through adequate funding legislative support is critically important and is appropriate to include in future legislation.

6. ADULT EDUCATION IN VOCATIONAL AGRICULTURE

Demographers indicate that the age mix of the future population will contain a greater proportion of adults. This points to an increasing demand for vocational training and retraining for adults. Changing technologies, energy conservation including the expansion of alternate fuel sources, career changes and employee up-grading are but a few of the needs to be met. Additionally, management and entrepreneurial training is essential for self-employed persons and their employees.

Vocational agriculture offers an in-place mechanism or delivery system to provide vocational training for adults. Facilities, equipment and staff who have contact with the work force already exist in the local vocational agriculture program.

If one were to ask people in vocational agriculture at the local, state and national levels to define adult education in agriculture, it is likely

that there would be almost as many different answers as there were respondents. The adult teacher of agriculture from Minnesota would most likely describe a comprehensive long-term program of management instruction for farmers. The vo-ag instructor from Colorado would likely define a special program for young farmers. From Philadelphia the program may be a short course for prospective park employees; from Florida the response may center around training for workers in the citrus groves. In fact, the possibilities are almost endless. Yet each person would describe a particular kind of program aimed at a special audience with a specific set of objectives and all would fit the broad umbrella of adult education.

There would be general agreement that adults are persons over the age of 16 who are not enrolled in a formal day school program at the secondary, postsecondary or collegiate level. Definitions would include all persons, young and old, rich or poor, male or female, black or white who had an interest in and could profit from instruction in some phase of the agricultural industry.

There are many studies that show benefits to the participants of adult education in agriculture. What should be apparent is that the five major priorities for the agriculture sector can be more easily obtained when the potential benefits of adult education programs have been applied to the whole of the agricultural sector. High production, low costs, attention to preservation of resources, building of reserves and reaching out to other countries -- these are the goals of our society as expressed by our national leadership. They cannot be obtained if the adult agricultural work force is untrained.

This impact, while related to vocational agriculture, may hold equally true for all of vocational education. Meeting the needs of a changing population mix and agricultural structure, addressing national priorities, and fostering better community school relations and support are all benefits that can be enjoyed when proper attention is directed to education for adults.

It is recommended that adult education continue to be an important part of the vocational education program and have strengthened support in future vocational legislation at the federal level.

7. PROFESSIONAL PERSONNEL IN AGRICULTURAL EDUCATION

Vocational education in agriculture has as its primary mission "to develop agricultural competencies needed by individuals engaged in or preparing to engage in production agriculture and agribusiness occupations." Over time, the most effective vocational education programs in agriculture have adhered to the following principles:

1. They are taught by technically and occupationally competent teachers.
2. They are organized on the basis of those competencies, experiences and requirements unique to agricultural occupations.

In order for future programs in vocational agriculture to meet emerging occupational needs, it is essential that competent educators experienced in agriculture and possessing technical and pedagogical expertise be employed. Further, such experiences and expertise must be continually updated and upgraded in order to meet the changing occupational opportunities in agriculture.

Specialized programs in areas such as horticulture, renewable natural resources, processing and forestry have merged at an ever increasing rate. Such specialization at the local level necessitates increased specialization by occupational areas at state and federal levels, as well as teacher education institutions. New and innovative programs of professional development are essential to keep pace with the need for competent personnel to plan and administer viable programs.

The direction provided vocational education programs in agriculture by people in leadership roles at federal and state levels is significant for the continued vitality of these programs. It is thus essential that such individuals possess technical and pedagogical competencies in their respective occupational areas and have assigned responsibility in these areas.

Vocational education programs will help students overcome their shortcomings which prevent them from securing employment. However, it is obvious that the key person is the teacher. Teachers must be:

1. Technically and occupationally competent.
2. Prepared, supervised and administered by competent professional personnel at the federal, state and local level.

Only through continued professional personnel development programs designed specifically for vocational educators in vocational agriculture will such personnel be available.

It is recommended that such programs be continued and strengthened at the federal level.

Since the first federal legislation funding vocational education was passed in 1917 (Smith Hughes Act) vocational agriculture has made a continuing and vital contribution to the production and leadership of rural and urban America. It would seem inconsistent to consider the possible reduction of funding to one of our most successful programs created by Congress to improve the viability and vitality of a major part of our economy. Rather it would seem to be reasonable for Congress to increase its support of vocational education as a way to further improve the nation for all its citizens.

TESTIMONY

on behalf of

THE COUNCIL FOR AMERICAN PRIVATE EDUCATION

ON

The Reauthorization of the Vocational Education Act

The Council for American Private Education, representing fifteen national private school organizations whose schools enroll approximately 80 percent of all private school students, offers the following testimony regarding the Reauthorization of the Vocational Education Act.

First of all we'd like to associate ourselves with the excellent testimony submitted by the National School Board Association to the House Subcommittee on Elementary, Secondary and Vocational Education November 1, 1983, on HR 4164 by Dr.

M. Joan Parent, with particular attention to these points in her document:

"...federal programs should be designed to improve our capability to serve the broad spectrum of America's students in high quality vocational education programs and courses. The group of students requiring vocational services should include those who are college-bound, educationally disadvantaged, limited English speaking, handicapped, as well as those students who have traditionally sought the benefits of vocational education....

"At the secondary level, the major goal for most vocational students should not be limited to specifically training them for those entry-level jobs which happen to be available in the local market during a particular school year. Rather, the goal should be to provide students with a more comprehensive and enduring foundation for work.

"In addition to being able to obtain employment, that foundation should prepare secondary students to exercise career options beyond the entry level, as well as prepare them for further training whether it occurs at community colleges or at four year post-secondary institutions--or by business. Specifically, that foundation should include the mathematical, language, communication, and problem solving background that is associated with the master of a range of occupations--beyond the entry level in any occupation.

As such, program success should be measured, in part, by educational achievement--which is a very different measure than whether the students landed the job.

"As compared with a training program, an education program must meet a much higher standard in that both the long-term educational needs of the student must be met, as well as the short-term occupational needs of landing the first job and gaining the satisfaction of the first employer. As an educational program we are also interested in the student's second job and second employer.

"In summary, vocational education should form the foundation for a lifetime of work including success on the first job. This is part of what we mean when we say that there is a federal interest in keeping vocational education firmly directed toward education, goals as contrasted to training objectives."

I would also call your attention to the testimony of Raymond G. Wasdyke, who in 1980, wrote the report, Postsecondary Students in Non-Profit Private Schools with Access to Publicly Supported Vocational Education Programs.

Among his more important general observations:

1. "The available evidence suggests that private school students are not adequately served; the requirements of the Vocational Education Amendments of 1976 have not been met. It appears on the strength of the evidence to date that little real progress has been made since provisions for private school students' involvement in federally supported programs were included in the Vocational Education Amendments of 1968."
2. "Of the obstacles standing in the way of cooperation between private and public institutions, the most prevalent and persistent seem to be attitudinal and communications problems. Misperceptions, negative stereotypes, and distrust are shared by private and public educators alike.

"Without exception, positive interaction between these two educational sectors relies heavily on previously existing personal friendships. Furthermore, where successful cooperative programs exist, they were initiated and implemented on the

basis of a commonly held view of the importance of serving the vocational needs of all our nation's youth regardless of whether they are enrolled in private or public institutions."

Among his more important recommendations:

1. "Provisions for the involvement of private school students in federally supported vocational education programs should be expanded to include all programs."
2. "Model programs of cooperation between private and public institutions should be developed, and information about them should be widely disseminated."
3. "State commissioners of education should allocate a portion of their discretionary funds for the development and implementation of innovative and exemplary programs of cooperation between private and public schools."

Beyond those important points, CAPE urges that the Committee pay serious attention to the critical educational and societal implications of the growing gap between those who get an essentially academic education and those who, because of an alleged incapacity to handle this, get a vocational education. Others, including the National School Boards Association, from whose testimony I have quoted, speak forcefully and eloquently in behalf of giving a strong education in the basic academic skills to students pursuing a predominantly vocational education. Their future job placement and economic security in a rapidly developing technological society depends on their having a strong grounding in reading, writing and math, the subjects upon which all further learning will be based.

But the gap between the education of the academic and the

vocational student not only requires appropriate academic infusions into vocational education. It requires, as well, vocational additions to academic education. Our society is becoming one in which those who work with their heads and those who work with their hands have little contact and even less understanding.

It is the view of an increasing number of private school principals, and I feel sure of public school heads as well, that the learning skills of their academic, college-bound students must include those needed for functioning in at least a minimally effective way in a mechanized, technological age. Vocational education is an important component of everyone's education. The Commission on Excellence in Education put it this way:

"The high school curriculum should also provide students with programs requiring rigorous effort in subjects that advance students' personal, educational and occupational goals, such as the fine and performing arts and vocational education. These areas complement the New Basics, and they should demand the same level of performance as the Basics."

It is our view that vocational education, as currently oriented, does not meet the goals of a learning society and the needs of a vigorous democracy. And from the standpoint of private schools, there is little in vocational education as it now exists to attract private school participation.

Our overall strong recommendation to the Committee is that vocational education programs be flexible enough to be useful to all students. As I said last year in a report to a House Committee looking into private school participation in vocational education programs: "Just as war is too important to be left

CAPE Voc Ed Testimony

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to the generals, so vocational education is too important to be left only to vocational education professionals." The future of our increasingly mechanized and technologically oriented society requires all students to be literate in subjects and skills which are properly within the purview of vocational education. The big job, as in all education, is to bring students and subject together in an effective way. We need the best brains from the public and private sectors to do this.

In summary, vocational education programs should be tailored to meet the critical and enduring educational needs of a changing society. Vocational education should no longer be considered the dumping ground for students who are academically weak, but rather an integral component of every child's education flexibly offered to meet differing needs. Vocational education can play a larger, more important role in education only if it can transform itself to meet the needs of all students. If that happens it will be worthy of our full support and gratitude.

As an important postscript, we find that both the "AVA bill" and the Administration make no reference at all to private school participation. We consider this a most serious omission and trust it will be corrected.

CAPE Voc Ed Testimony

Attachment A

The members of the Council for American Private Education include the following:

The American Lutheran Church
American Montessori Society
The Association of Evangelical Lutheran Churches
Association of Military Colleges and Schools of the U.S.
Christian Schools International
Friends Council on Education
Lutheran Church - Missouri Synod
National Association of Episcopal Schools
National Association of Independent Schools
National Association of Private Schools for Exceptional Children
National Catholic Educational Association
National Society for Hebrew Day Schools
Seventh-day Adventist Board of Education, K-12
Solomon Schechter Day School Association
U.S. Catholic Conference
State Associations in 25 states

STATEMENT
of the
AMERICAN ASSOCIATION OF RETIRED PERSONS
on
Vocational Education Act Reauthorization

I. INTRODUCTION

Mr. Chairman and members of the Subcommittee on Education, Arts, and Humanities, the American Association of Retired Persons welcomes the opportunity to submit testimony at your hearing on vocational education legislation. The Association's statement will focus on the need to make the Vocational Education Act more responsive to the needs of older Americans.

AARP strongly supports S. 554, the Older Americans Vocational Education Act. We urge the Subcommittee to incorporate the provisions in S. 554 in the vocational education bill reported out by the Labor and Human Resources Committee.

S. 554 is a sound approach for providing necessary training and supportive services to enable unemployed or underemployed older Americans to obtain gainful work and to move into the mainstream of American life. The bill fully recognizes the importance of vocational education for older Americans and makes the present law more effective and better balanced in serving their needs.

A four-prong approach is incorporated in the bill to achieve these objectives. The centerpiece is a new state older Americans vocational education program with an authorized funding level of \$89 million (states, territories, and possessions). Priority attention would be given to projects serving older Americans (1) entering the work force for the first time, (2) needing retraining for a new job after becoming unemployed, and (3) needing retraining for new employment requiring knowledge of high technology. A 10-percent cap on administrative expenses would help to assure that older Americans are, in fact, the beneficiaries of this legislation.

Second, S. 554 funds national demonstration programs to focus attention on the special vocation needs of older persons and to promote employment opportunities for them. AARP considers this to be a sound and cost effective approach because national demonstration projects can be replicated throughout the country. The demonstrations would focus on high priority actions to promote the employment of older Americans, including:

- Training and retraining;
- Assisting older persons to make midlife career changes, especially displaced homemakers;
- Providing counseling, referral and other support services for employment opportunities for older individuals; and
- Encouraging private and government employers to offer more job training opportunities for older Americans.

Third, the bill would establish a clearinghouse concerning training and retraining programs for older persons. The clearinghouse would collect and disseminate information on vocational education training, retraining and placement services available for older Americans.

Four, S. 554 would make technical amendments to the Vocational Education Act to clarify that older workers are among the target populations to be served.

These provisions are urgently needed, and can make the present vocational education law more responsive to the special problems of older persons.

The Association has one recommendation to improve the Older Americans Vocational Education Act. We urge the Subcommittee to

modify the definition of "older American" to include persons 55 years or older, rather than 45 or older as in the present bill. This is simply to achieve more effective targeting of scarce resources.

II. Reasons to Include Older Persons in Vocational Education Legislation

A. Older Americans Want and Need to work

Education and employment opportunities are clearly high priorities for aged and aging Americans. This point was made emphatically in a 1980 Association survey which found that 74 percent of 55-64 year olds wanted to continue in some type of paid part-time work beyond retirement.

Another study conducted for the Association this year--by Hamilton & Staff of Chevy Chase, MD--found a strong work ethic among the elderly. Older Americans who were employed preferred work to retirement by more than a three-to-one margin--74 percent wanted to continue working, 21 percent favored retirement, and the remaining 5 percent did not know. Among low-income retirees--those with income under \$4,000--there was general dissatisfaction with retirement. This lower-income group favored work to retirement by nearly a two-to-one margin (65 percent to 35 percent). Information from this survey was obtained through half-hour telephone interviews from a national random sample of 1,350 persons 55 years or older.

The Association has a long-standing policy supporting increased flexibility in work arrangements. We have attempted to be a model employer in offering our employees a whole menu of work

options, including part-time employment, full-time work, flexi-time, phased retirement and other work arrangements.

Quite clearly, the "graying" of the work force is already forcing reassessment of existing work-life patterns. Unfortunately, today, work is oftentimes an "all-or-nothing" proposition. People may work full-time 40 to 45 years and then retire abruptly at 65 or earlier. Many older Americans, however, would like something in between working full-time and not at all. Vocational education for elderly persons can be an effective means to achieve this objective or to make possible a career switch suitable to an individual's preferences.

Vocational training or retraining is also essential for older persons who must learn new skills, especially when their present ones have been displaced by technological advances. A 1981 Louis Harris poll for the National Council on the Aging revealed that about two out of five older persons (39 percent) 55-64 years would either be interested or very interested in learning new skills or participating in a job training program to obtain new employment.

That same poll made it clear that employment is a major reason for older individuals to enroll in training activities. About 56 percent of respondents 55 to 64 years old took educational courses to acquire marketable job skills.

These pressures may be even greater today because older Americans have been whipsawed by record-breaking and near record-breaking unemployment during the past year. The national

unemployment situation remains serious, although there are some signs of improvement. However, persons 55 or older have not been helped much.

For example, unemployment declined by 299,000 for individuals under 55 years old from August to September. However, joblessness actually increased by 23,000 for persons 55 or older, from 757,000 in August to 780,000 in September.

Long-term unemployment for the older worker continues to be serious. Jobless individuals 55 to 64 years old are unemployed on the average for 27.9 weeks, compared to 19.4 weeks for unemployed persons 16 or older. The net impact is that the average duration of joblessness is 44 percent longer for unemployed individuals 55 to 64 years old than for those persons 16 or older.

Older Americans have also not shared in the growth in jobs during the past year. The number of persons under 55 years of age in the civilian labor force during the past year increased by 1,510,000 from September 1982 to September 1983. On the other hand, the civilian labor force declined by 163,000 for persons 55 or older, from 15,361,000 last September to 15,198,000 in September 1983.

This bleak situation really represents only the tip of the iceberg because there is a substantial amount of "hidden" unemployment among people 55 or older. These individuals may not show up in the Department of Labor's statistical count. However, large numbers of older persons are dropping out of the labor force to take actuarially reduced Social Security benefits. In fact, 87 percent of all persons claiming retired worker's benefits in 1978

applied before age 65. Many persons 55 or older have simply given up looking for work after a long and futile search. Others believe that they have no chance because of near record-breaking unemployment.

The evidence is clear and convincing, though, that large numbers of persons 55 or older want or need to work. High unemployment has contributed to the sharp rise in poverty among older Americans. Poverty has jumped by 1 million for persons 55 or older during the past four years--from 5.1 million in 1978 to 6.1 million in 1982. And, poverty is likely to increase again in 1983 for older Americans because (1) Social Security beneficiaries will not receive a cost-of-living increase in 1983, and (2) unemployment for persons 55 or older will be exceptionally high by historical standards throughout 1983.

B. Vocational Education Crucial for Displaced Homemakers

One of the chief target groups for the present Vocational Educational Act is displaced homemakers, who represent a growing segment in our society. Present vocational education efforts are directed toward younger displaced homemakers.

Many older homemakers are discovering that they are ill-prepared to adjust to their new roles, after the loss of their husbands through death or divorce. These displaced homemakers are oftentimes thrust into the job market when they have little or no marketable skills, or at best their skills are greatly outdated. Yet, they are frequently too young to retire, but employers may consider them too old to hire because of their age and obsolete work skills--despite the valuable protection of the Age Discrimination in Employment Act.

These problems are especially acute for minority women. For example, about 31 percent of all older black families are headed by women 55 years or older with no husband present, compared to 10 percent for white families with an older head of household.

A sound and sensible strategy to help older displaced homemakers is crucial because most married women today can expect to be widowed at some time in their life. On the average, widows will survive their deceased husbands by 18 years. In 1979, about 80 percent of all women 45 to 54 years old were married; 4 percent were single; 8 percent were widowed; and 8 percent were divorced.

Widowhood increases sharply with advancing age--to 19 percent for those 55 to 64 years old, 41 percent for women 65 to 74, and almost 70 percent for females 75 or older.

Today more older women work than at any time in our history. Some work to supplement their husband's earnings. Others want to work because they prefer to remain active. Large numbers must work to make ends meet, especially older women who are divorced or widowed. During the past three decades, the labor force participation rate for women 55 to 64 years old has jumped from 27 percent in 1950 to 42 percent in 1979. Many women in the 50's, 60's and even more advanced ages will want or need to work during the 1980's and beyond. Vocational education can be an effective tool to give them greater options and to help them to overcome barriers to employment and reemployment.

C. Demographic and Economic Reasons

Today's economic and demographic realities make it apparent that the trend toward earlier and full retirement may simply be

too costly for our nation, public and private pension programs, employers, and workers. The cost of paying for retirement is becoming more burdensome because Americans are retiring earlier and living longer.

Life expectancy at the upper ages has also risen sharply. When Social Security benefits were first paid in 1940, life expectancy for women 65 years old was 13.7 years. By 1980, it had increased by 36 percent, to 18.7 years. In the year 2000, a 65-year old female can expect to live another 21.1 years, or 54 percent longer than a similarly situated older woman in 1940.

Life expectancy for older men has also risen, although not as dramatically as for older women. Life expectancy for men 65 years old has increased by 19 percent, from 12.0 years in 1940 to 14.3 years in 1980. Social Security actuaries project that a 65-year old male will live, on the average, 15.8 more years in 2000, or 32 percent longer than in 1940.

These facts make it evident that our nation must reverse the trend toward earlier and earlier retirement. AARP believes that there should be positive incentives for persons to work to more advanced ages--such as abolishing mandatory retirement and phasing out the Social Security retirement test. We strongly oppose the provision in the 1983 Social Security Act Amendments to raise the eligibility age for full benefits from 65 to 67.

Another positive incentive is to make vocational educational opportunities more readily available for older Americans. This will not only help persons 55 or older but also our nation. For example, the revitalization of the American economy can benefit

significantly from the input of older workers--in the same manner that it can benefit from the employment of women and minorities. No nation can ever achieve its full potential if some of its most experienced workers, such as older Americans, are banished to the sidelines. Much more can be achieved by a comprehensive training program to maximize job opportunities for all Americans, whether they are young or old; black, white or another color; or men or women. In all these cases, though, the payoff hinges on effective education for these new or former workers so that they can realize their full productive potential.

D. Existing Vocational Education Act Focuses on Younger Persons

The present Vocational Education Act is heavily tilted toward younger persons. Older Americans are not mentioned per se as a priority group for services. In fact, there are only two minor references to older persons in the law. Section 134(a)(7) provides that basic grants may be used to establish vocational resource centers to meet a long list of needs of out-of-school individuals, including entering the labor market late in life. Section 150(b) authorizes vocational education funds to encourage outreach programs for youths and adults, including the aged, young children, handicapped persons and others.

Federal vocational education funds are allocated to states according to a two-factor formula based on population and per capita income. This formula is heavily weighted toward younger persons. Additionally, federally funded vocational education programs offered at community colleges, high school centers for adults and women's centers address the needs of older women,

even though the current Vocational Education Act recognizes that displaced homemakers especially need such services.

III. Conclusion

In conclusion, AARP strongly believes that vocational education should be for all age groups. A more positive and coherent national older worker policy needs to be developed.

Today many persons seem to regard the trend toward earlier and earlier retirement as inevitable, and perhaps even desirable. AARP challenges this notion. We believe, instead, that our policies should provide older Americans with a wide range of options, depending upon their needs and desires. One positive means to accomplish this goal is to build on present training and educational components of the Vocational Education Act.

The Older Americans Vocational Education Act is a soundly conceived and fiscally responsible approach to provide the framework to make this objective a reality. For these reasons, we reaffirm our support for this legislation and urge the Subcommittee to incorporate it in the reauthorization of the Vocational Education Act.

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Senator Robert T. Stafford

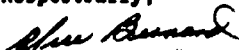
October 6, 1983

services that the special population (SLD) would need. I have seen this type of problem develop in my own area because a student did not have listed in the IEP the support services needed, therefore they were not able to benefit from the Vocational Education program.

The third concern of ACLD was the need to have a strong data collection and reporting system. It is felt that without the data being reported the people in government would be unable to accurately assess the true performance of programs, and how it relates to the dollars spent. It would also be one of the means of enforcing the law because then school systems would know that they would have to be accountable for their programs and dollars spent.

Again, we are grateful to you for this opportunity to make our position on the "Special Populations" known to you, the Committee on Labor and Human Resources, and Subcommittee on Education, Arts and Humanities.

Respectfully,



Alice Bernard
Vocational Committee, Chairman

cc: Jean Petersen
Governmental Affairs Committee
Dorothy Crawford, President
Vocational Committee Members



National Association of Home Builders

15th and M Streets, N.W., Washington, D.C. 20005

Telex 89-2600 (202) 822-0400

Harry Pryde
1983 President

October 24, 1983

The Honorable Robert Stafford
Chairman
Subcommittee on Education, Art and
the Humanities
United States Senate
309 D Senate Courts
Washington, D.C. 20510

Dear Chairman Stafford:

On behalf of the 115,000 members of the National Association of Home Builders, I am submitting these comments on the reauthorization of federal vocational education legislation and the need for a closer relationship between the private sector and vocational education. NAHB supports the efforts of the Senate Subcommittee on Education, Arts, and Humanities to strengthen federal vocational education legislation by recognizing the vital contributions of the private sector. Our association stands ready to work with you towards this end.

In January, 1983, NAHB passed a policy resolution on federal vocational education legislation. It called on Congress to enact authorizing vocational education legislation that would "expand relevant training and retraining programs serving the nation's youth, displaced workers, and the home building industry."

These comments will be divided into two parts; the first is background information on NAHB's track record in conducting training and placement activities and the second includes recommendations for federal vocational education legislation.



Housing—Shelter for the People Jobs for the Economy

The Honorable Robert Stafford

Page Two

October 24, 1983

NAHB Training and Placement Activities

NAHB is the largest federated membership organization of employers in the residential construction industry. Its 115,000 members include builders, subcontractors, architects, realtors, and suppliers of building materials. There are 800 state and local NAHB chapters.

NAHB is a leader in the training and placement of new workers into the ranks of the home building industry. Our programs emphasize on-the-job training through pre-apprenticeship and apprenticeship. Trainees perform to the expectations of builders and subcontractors at actual work sites. Through the Home Builders Institute, programs are offered in the areas of plumbing, electrical, painting, carpentry, solar installation, heating and air conditioning, brick masonry, cement masonry, building and apartment maintenance, landscaping, floor covering and plastering. There is related classroom instruction and tailor-made placement services. Over the years NAHB has made a concerted effort to involve women, minorities, economically disadvantaged youth, displaced workers and Vietnam veterans in training programs.

- Of growing pride to NAHB are the numerous urban and rural community development projects that have been undertaken. A trip to downtown Baltimore or the South Bronx in New York City showcases the unbelievable results that young NAHB trainees and journeyman instructors can achieve as part of a public-private training program that has, as an element, the very realistic goal of community improvement.

NAHB's placement services are comprehensive. For the past several years the housing industry has suffered its steepest plunge since World War II. Yet despite the gloomy statistics, NAHB trainees have been placed in jobs within the industry. NAHB employs full-time placement coordinators who contact local home builder association members and other contractors on a regular basis to assess their employment prospects. These same individuals also make sure new trainees obtain transportation and secure housing in the vicinity of their new jobs. When necessary, they arrange relocation assistance. With NAHB's computer capabilities, areas are identified where there is a demand for skilled, entry-level manpower. It is important to emphasize, however, that NAHB placement efforts are successful because the training programs are designed to be responsive to the needs and expectations of our association of employers. NAHB members know that the Home Builders Institute can be held accountable for the well trained men and women that graduate from its training programs.

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Moreover, according to the 1982 edition of the U.S. Department of Labor's publication Occupational Projections and Training Data, employment in nearly all the construction trades will increase throughout this decade. There is a pent up demand for new homes. Forecasters predict that an estimated 2.5 million new construction craftsmen will be needed within the next eight years. There will be an acute shortage unless training programs are in place to provide skilled workers.

NAHB cannot train all of the youth and adults who will be needed by our industry. Home builders recognize that public school secondary and postsecondary vocational education programs are a significant source of new entrants into the industry, since essentially all vocational education construction curriculums are oriented toward home building and small commercial work. These facts underscore how vital it is for our industry to work with public secondary and postsecondary vocational education programs in the construction trades.

Recommendations for Federal Vocational Education Legislation

NAHB's recommendations for federal vocational education legislation are based upon the home building industry's extensive experience with training and placement activities. They are pragmatic recommendations which, if adopted, will give our association an opportunity to contribute more significantly to vocational education programs and, most importantly, will result in a personal payoff to vocational education students because they will be better prepared for the real world of work.

1. Federal vocational education legislation should encourage joint collaboration between vocational educators and a consortium of private sector employers and/or trade associations to develop curriculum and applied research related to program improvement and technological changes in occupational areas. Universities are the experts in pedagogy. Employers are the experts in job requirements. A partnership in curriculum development and applied research must be instituted and is long overdue.
2. Federal vocational education legislation should support training programs in remodeling, restoration and rehabilitation. It is in the nation's economic interest to promote training in remodeling, restoration and rehabilitation. Of the estimated 90 million homes in the existing housing inventory, a substantial

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number are in substandard condition. Many do not meet building code standards. A large number are energy inefficient. As growing scarcities drive up the cost of resources needed to build new homes, the value of training people to rehab older properties becomes increasingly evident.

- Note: NAHB presently is operating successful residential rehab training programs using Job Corps trainees. NAHB contracts with the U.S. Department of Labor, the U.S. Department of Housing and Urban Development and local home builder associations to make properties available to renovate and then provide young people an opportunity to acquire marketable skills in the area of renovation work.
3. Federal vocational education legislation should allow schools to collaborate with local employers in extending the instructional year. An "extension" of the school year into the summer months could afford expanded opportunities for vocational education students to gain experience working with employers. For the home building industry, builders prefer "hands-on" training and have the greatest amount of work during the summer months.
 4. Federal vocational education legislation should encourage educational agencies and institutions to work with local governments and private sector employers in off-site, community development programs and projects. Such community development allow students to be trained in a real work setting. Local business and industry is involved by supplying technical, administrative and job placement expertise; the local community is revitalized; and vocational education becomes the institutional delivery system associated with long-term community improvement.
 5. Federal vocational education legislation should require states to plan for technical updating and upgrading of teachers that is done in collaboration with a consortium of private sector employers, unions, and/or trade associations with expertise in the occupation. This would provide a new opportunity for linkages between those who have responsibility for the certification of teachers and the private sector. It would also assure that the rapid technological advancements associated with vocational education occupations be given emphasis as part of teachers' in-service education.
 6. Federal vocational education legislation should support innovative approaches to placing vocational education graduates

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with the private sector, particularly in those areas with high unemployment. NAHB has a proven track record in the placement of trainees within the industry. It is noteworthy that NAHB has maintained a high placement record for new trainees even in the toughest times for the industry and with the most seriously disadvantaged students.

This high placement record is, in part, due to the fact that: (1) NAHB employs full-time placement coordinators who assist graduates of NAHB training programs to find jobs within the industry. These coordinators have excellent ties to contractors and subcontractors. When necessary, they arrange relocation assistance. (2) NAHB staff takes responsibility for the paperwork associated with the targeted jobs tax credit. This helps the employer save time and money. (3) Graduates of NAHB training programs receive a set of tools to take to their first job. Employers view this acquisition as a signal that the new worker is committed to the trade and is prepared to go to work immediately. A new worker who has to borrow tools detracts from the overall productivity of the work crews. These and other successful placement techniques and incentives used by NAHB should be associated with and utilized by public school vocational education programs.

7. Federal vocational education legislation should provide incentives to the employer community to encourage their sponsorship of intensive and comprehensive on-the-job internships and/or extended training opportunities. Employers who hire graduates of NAHB training programs know that the new employee has been trained at a real work site for an extended period of time and has "hands-on" training experience. Moreover, it is cost-effective and realistic for an employer to train an individual in the latest technology of the occupation when it is associated with ongoing efforts.

Summary

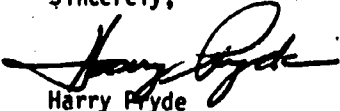
It is in the best interests of vocational education that a strong working relationship with employers be forged. The federal government is in a position to maximize the contributions of both partners. The National Association of Home Builders offers its recommendations in the spirit of fostering collaborative training programs that use the strengths of the vocational education enterprise and the expertise of employers. Both partners have a commitment to the training and placement of individuals for unsubsidized employment.

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We support the ongoing efforts of Congress in recognizing vocational education as an important vehicle for training. We will be pleased to work with the subcommittee in developing new vocational education legislation.

Sincerely,



Harry Pryde
President

Attachment

CALIFORNIA ADVISORY COUNCIL ON VOCATIONAL EDUCATION

1900 S STREET 916-445-0698
SACRAMENTO, CA 95814



October 5, 1983

Hon. Robert Stafford
United States Senate
Subcommittee on Education, Arts, and Humanities
New Senate Office Building
Washington, DC 20515

Dear Senator Stafford:

The Advisory Council is submitting the attached California position statement regarding the reauthorization of federal vocational education legislation for your upcoming hearing on October 18. This position statement reflects the collective efforts of vocational education professionals, state agency representatives, and Advisory Council members. We are hopeful your committee will give consideration to the various recommendations contained in the statement when effecting new federal policy for vocational education. Such policies are needed to assist California address its citizens' needs for vocational education and job training.

As an additional note, the Council is pleased with certain aspects of the new Job Training Partnership Act which places emphasis on such program components as:

- Performance Standards
- Competency-based Instruction
- Basic Education Skill Requirements
- Job Specific Training
- Work Site Skill Development
- Preemployment Training
- Counseling and Guidance
- Program Evaluation
- Placement
- Intake and Assessment

Continued emphasis should be given to the inclusion of these components in the reauthorization of federal policy for vocational education. These components are essential to assure program quality, accountability and more effective use of existing public job training resources within the state.

Please let us know how we can be of further assistance.

Sincerely,

Gaylord Boyer
President

Enclosure

cc: Hon. Alan Cranston
Hon. Pete Wilson
CACVE Members

A California Position Statement

on

The Reauthorization of the Vocational Education Act

Prepared in Cooperation with the

California Agricultural Teachers Association
 California Association of Distributive Educators
 California Association of Health Career Educators
 California Association of Regional Occupational Centers/Programs
 California Association of Vocational Education
 California Business Education Association
 California Community Colleges Administrators of Occupational Education
 California Directors of Vocational Education
 California Home Economics Association
 California Industrial Education Association
 California State Department of Education
 Chancellor's Office, California Community Colleges
 Vocational Education Committee, Association of California School Administrators
 California Advisory Council on Vocational Education

September 25, 1981

Updated by the California Advisory Council on Vocational Education

September 30, 1983

INTRODUCTION

Representatives of 14 vocational education professional groups and agencies in California have discussed major issues related to reauthorization of federal vocational education legislation. The pages which follow represent a consensus among these representatives regarding a California position on reauthorization.

The primary purpose of vocational education is preparation for employment--first job, upgrading, or retraining--with due regard for the needs of all persons enrolled in vocational education as they seek to become economically self-dependent. Freedom to select, prepare for, and engage in an occupation of one's choice is an element of prime concern in California and the nation.

It is the purpose of federal legislation to cooperate with the states in improving and extending all functions related to vocational education because vocational education is a national concern. Consequently, it is imperative that California identify the nature of federal support needed to offer quality programs and improve the State's ability to serve the unique vocational education needs of its diverse population.

It is intended that the issues and recommendations developed by this representative group in California will be distributed generously throughout the State, and directed specifically to national policy makers and members of Congress.

ISSUE: Identification of Vocational Education Subject Matter Areas

RECOMMENDATION: California supports federal legislation that will identify vocational education and training which includes, but is not limited to the following instructional areas: agricultural education; business and office education; guidance; health occupations; home economics related occupations; consumer and homemaking education; industrial arts; marketing and distributive education; trade and industrial education; and technical education.

RATIONALE:

1. Achievement of legislative intent is dependent upon a clear understanding of the law, and such an understanding depends on simple and complete definitions.
2. Vocational education must be defined in such a manner to ensure leadership support for vocational education instructional areas at all levels.
3. The qualifying elements in the definition of vocational education should be: (a) recognition that vocational education is job specific preparation for work, (b) this instruction should assist in helping individuals make informed career decisions, and (c) must include related employability instruction necessary to assist individuals to achieve their occupational objectives and to become employable.

ISSUE: Vocational Education Terminology

RECOMMENDATION: California supports federal legislation that specifies a uniform set of definitions that apply to all vocational education and employment training acts.

RATIONALE:

1. States, local education and employment training agencies lack common definitions of vocational education and other terms.
2. Definitional problems have resulted in dual reporting, incomplete and faulty data, difficulty in dealing with federal and state legislatures, policy boards, and fiscal control agencies.
3. Common definitions would improve and simplify reporting and save money.
4. A uniform set of definitions will assist (a) the State more adequately define vocational education and employment training programs, and (b) LEAs improve their working relationships with the employment community.
5. Examples of terms to be defined include the following:
"disadvantaged," "handicapped," "ancillary services," "placement,"
"course," "class," "program," and "vocational education."

ISSUE: Program Maintenance and Improvement

RECOMMENDATION: California supports federal legislation which allows the use of federal funds for the maintenance and improvement of programs which are responsive to an employment need and have satisfied program objectives to prepare people for work.

RATIONALE:

1. Fewer State and local dollars are available for education and vocational education in particular thus requiring a continued federal investment in the nation's employment training capacity.
2. Training on equipment which is obsolete and outdated will not meet current job standards of business and industry.
3. Rapidly changing technology and the need to revitalize our nation's industrial capacity requires the renewal of facilities, equipment, and personnel.
4. Quality of vocational education is assured by training with equipment currently in use by business and industry.
5. States and local education agencies will continue to fund the basic cost of teachers' salaries, benefits, and common instructional supplies for vocational education programs with state and local funds.
6. Program maintenance and improvement of existing quality programs will assure our nation of a superior international position in productivity and competition.
7. It is anticipated that federal funds will continue to be available for development of new programs within the schools and in business and industry.

ISSUE: Support Services Needed for a Comprehensive Vocational Education Program.

RECOMMENDATION: California supports federal legislation that will provide special emphasis for comprehensive support services including, but not limited to, administration, supervision, counseling and guidance, placement and follow-up, as allowable expenditures for vocational education.

RATIONALE:

1. Quality vocational education requires comprehensive services in addition to job preparation to make individuals employable.
2. Current State and federal budget restrictions have led to lost revenue in the State's economy.
3. The current Act tends to discourage support services necessary for quality program delivery.
4. Federal support dollars to shore up this essential effort are imperative to assure the continued flow of qualified workers into the job market.

ISSUE: Standards for Vocational Education

RECOMMENDATION: California supports federal legislation that will enable the State to establish standards for vocational education. Such standards should be mandated for vocational education within the State, and determined with input from all vocational education delivery systems including professional organizations, State staff, community-based organizations, representatives of business and industry, and Private Industry Councils.

RATIONALE:

1. The primary focus of vocational education is job specific preparation for work and program standards assure that students are trained to meet the standards of business and industry.
2. Program standards are essential to program delivery to
 - a. provide a basis for accountability in vocational education
 - b. measure and ensure the quality of vocational education
 - c. indicate comparability and level of training among statewide programs
 - d. provide for program improvement
 - e. allow for more productive and efficient use of instructional staff and services

ISSUE: Preservice and Inservice Education for Vocational Education Personnel

RECOMMENDATION: California supports federal legislation which provides funds for preservice and inservice education for vocational education personnel.

RATIONALE:

1. Personnel development training programs (preservice and inservice) are essential elements for maintaining quality vocational education.
2. The current Act is restrictive in the use of funds for personnel development activities and the federal commitment must be redefined.
3. Preservice education is needed to assist skilled persons to become competent vocational education teachers.
4. Preservice education establishes and maintains a pool of qualified and competent vocational education personnel.
5. Inservice education is needed to upgrade and update the skills of vocational education personnel.
6. inservice education maintains the competency of vocational education personnel assuring that students completing vocational education programs meet the current standards of business and industry.

ISSUE:

Vocational Education Student Organizations

RECOMMENDATION:

California supports federal legislation (and accompanying regulations) that recognizes, defines, and allows the use of federal vocational education funds for the support of vocational education student organizations and their activities that are integral to vocational education instructional programs.

RATIONALE:

1. These organizations have proven to be an effective part of the educational process.
2. It is essential that the federal vocational education legislation recognize and support vocational education student organizations in order that states and local education agencies will be encouraged to utilize and support this important and effective instructional method.
3. Vocational education student organizations are unique in their leadership development potential.

ISSUE: State Administration and Leadership

RECOMMENDATION: California supports federal legislation which directs the states to determine the administrative structure needed to coordinate and administer federal vocational education funds. This structure must ensure that all functions related to vocational education and training adequately address national concerns and goals. Federal legislation should encourage states to designate an administration system that will:

- devote a substantial portion of its time to extending the state programs of vocational education;
- not be so saddled with other responsibilities and details that vocational education receives little or no attention;
- relates vocational education in the state to human, labor market, and economic development goals;
- have the authority to approve vocational education programs regardless of setting, level, or institutional delivery system;
- provide effective state leadership needed for the purpose of administration of vocational education.

RATIONALE:

1. Since the purpose of federal legislation is to extend and improve all functions related to vocational education in the states, it follows that the administration of the system must necessarily be largely in the hands of the states.
2. The state should have an administrative structure unique to its needs to effectively carry out its role.
3. The administrative structure must have the responsibility to perform the function of state planning, policy making, program approval, federal fund distribution, budget review, evaluation, technical assistance, and program coordination and articulation.

ISSUE: Coordination and Linkages of Vocational Education and Employment Training Programs

RECOMMENDATION: California supports federal legislation, which encourages: (1) coordination of vocational education and employment-related training programs; (2) more effective use of governmental agency advisory committees (which are representative of business, industry, labor, education, government, and the general public); and (3) linkages among such programs which will prevent duplication and overlapping of services to obtain the maximum benefit of funds.

RATIONALE:

1. Unnecessary duplication and inconsistent policy direction, among various agencies, results in ineffective use of resources.
2. Federal, state, and local agencies create general and specific advisory committees which duplicate personnel and organizational representation resulting in inefficient use of participants' time.
3. The economic climate requires maximum use of state and federal funds.
4. Cooperative working arrangements lead to improvement of services, programs, and use of funds.
5. Coordination and linkages among agencies such as: vocational education, CETA, rehabilitation, employment security agencies, and others is urgently needed.

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ISSUE: Local Advisory Committees

RECOMMENDATION: California supports federal legislation that mandates the use of local program advisory committees to assist in the development, operation, and evaluation of vocational education programs and services. Local program advisory committees representation should include, but not be limited to, labor, management, government, education, and are individuals knowledgeable about the specific program.

RATIONALE:

1. Advisory committees are essential to keep vocational programs current and responsive to local employment needs.
2. Since vocational education is designed to prepare individuals for employment, the advice of employers is critical to the success of student participation in programs.
3. Advisory committees have demonstrated their effectiveness in assisting and offering advice in:
 - developing curriculum;
 - equipment selection;
 - developing and designing facilities;
 - identification and selection of personnel;
 - placement of students; and
 - linking of training programs with the private sector.
4. Effective use of advisory committees will directly contribute to the development and maintenance of quality vocational programs which are needed to ensure the economic growth of our state and nation.

ISSUE: State and National Advisory Councils

RECOMMENDATION: California supports federal legislation which includes state and national advisory councils for vocational education. These councils should be given clear, sharply focused responsibilities to assist in improving vocational education's capacity to produce graduates who can meet the needs of the workplace. To carry out their responsibilities membership on such councils should be primarily comprised of persons having a working knowledge about vocational education and should be selected from public and private employers, self-employed persons, representatives of labor, and vocational education. Furthermore, the National Advisory Council for Vocational Education should be limited in its term and charge in order to be more effective in offering policy recommendations to the President and Congress.

RATIONALE:

1. State advisory councils should be similar in membership composition to local advisory committees, and in their basic charge so that there will be continuity in the information and direction given to vocational education.
2. The potential for the integration and coordination of advice given will be enhanced when the structure and responsibilities are similar between local and state advisory groups.
3. State advisory councils are critical information links between the employment community and state policy makers.
4. The membership of the National Advisory Council for Vocational Education should be similar in composition to state and local advisory groups.

ISSUE: Matching Requirements

RECOMMENDATION: California supports federal legislation which provides full funding support for national priority programs.

RATIONALE:

1. Shrinking local dollars do not allow matching of federal dollars, thus resulting in national priorities not being fully implemented.
2. Attention given to meeting federal matching requirements has resulted in fewer dollars being available for maintaining quality in existing programs.
3. Vocational education students needing special assistance are not being served because of the state's inability to match national priority funds.
4. This is a costly method and has resulted in excess paper work with more attention given to compliance than to serving students.
5. National priorities should be totally funded by federal legislation.

ISSUE: Block Grant Funding of Vocational Education

RECOMMENDATION: California supports federal legislation which utilizes block grants as a procedure for the distribution of federal funds to the states with the exception of a separate grant for consumer and homemaking education. Distribution within each state should be determined by the state on the basis of needs identified in local plans. Such plans should address the purposes and allocate the resources specified in federal legislation.

RATIONALE:

1. Vocational education is a national concern and priority, however, the allocation of available resources is best determined by the states.
2. Block grants will allow the state greater flexibility in allocating resources to meet the economic and employment needs of the state.
3. States and local education agencies are in better positions to determine the needs of vocational education students and the businesses and industries they serve.
4. The distribution of funds based upon local planning will improve the quality of vocational education.

ISSUE: Funding for Consumer and Homemaking Education

RECOMMENDATION: California supports federal legislation which provides separate funding for Consumer and Homemaking Education.

RATIONALE:

1. Consumer and homemaking education has demonstrated its ability to serve the needs of individuals to participate in both the work and family setting.
2. Consumer and homemaking education is a good example of employability education in that it addresses unique family living problems which must be solved before a person can actively participate in the work place.
3. A national priority and commitment to consumer and homemaking education is necessary to ensure that it will be continued as a part of the educational process for all men and women.
4. Separate funding will provide incentives to encourage interdisciplinary team approaches to consumer and homemaking education.
5. Categorical funding will ensure continuing successful consumer and homemaking education (on campus and off campus) programs for persons of all ages with specific programs designed to meet the special needs of one parent families, battered spouses, abused children, teenagers, and older adults, and with the dual roles of homemaker and wage earner.

ISSUE: National Priority for the Promotion of Vocational Education

RECOMMENDATION: California supports federal legislation which allows the commitment of resources to the promotion of vocational education.

RATIONALE:

1. Promotion will help publicize the fact that vocational education is an investment in the human resources of our nation.
2. The cost benefits of vocational education as a preventive program far outweigh federal investments in remedial employment training efforts.
3. Vocational education needs to build a positive image in order to make the programs attractive to all people.
4. Promotion and participation in vocational education programs will help to raise the dignity and value of work.
5. Vocational education is a vehicle to reinforce basic skills so the students will be able to apply them in the world of work.
6. Promotion will enable vocational education to become an integral part of the comprehensive educational system.
7. In a society where all people, capable of it, are expected to work it is expected that the process preparing people for work be promoted as an essential educational activity.

ISSUE: Data Collection

RECOMMENDATION: California supports federal legislation that calls for collection and use of essential data concerning vocational education for the purpose of local and state decision-making. Provisions should be made to conduct an annual data audit to determine data collection accuracy and utilization. Data collection and analysis for federal purposes which are not of utility to the local and state decision making process should be totally supported by federal funds. Furthermore, scientific sampling techniques should be utilized to collect appropriate data and information required by the federal act this should be administered at the federal level.

RATIONALE:

1. Currently there is an inordinate amount of time, effort, and expense devoted to the collection and compiling of data of questionable value.
2. This effort has resulted in fewer dollars being available for program delivery and detracts from the time available for program operations.
3. Simplification of data collection and analysis will lessen the burden on local and state vocational education personnel.

Senator PELL. Thank you very much for being here.
And we look forward to working with you and trying to get hope-
fully the bill through.
But if not, a set aside.
The hearing is adjourned.
[Whereupon, the hearing was concluded at 12:40 p.m.]