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A seminar to expand the leadership potential of 34 selected state and local vocational educators from 21 states was held June 2-7, 1968. Specific objectives were to develop an understanding of the critical areas of need for vocational-technical programs, an awareness of desirable program developments to meet these needs, and a knowledge of effective coordination techniques. To this end, a multi-dimensional approach of information presentation, outstanding speakers, discussion techniques and participant involvement was employed. The 17 major presentations are printed in their entirety, including "The Role of Vocational Education in the World of Work," by L. Minear, "Expectations of the Advisory Council on Vocational and Technical Education," by L. Rosenberg. "Case Study of State Leadership Development" by J. Beaumont, "State Vocational-Technical Education Research and Evaluation Programs," by A. Righthand, and "An Education system for the 70's," by D. Nielsen. Summaries of the planning group reports and an evaluation of the seminar are included. (DM)

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FINAL REPORT

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LEADERSHIP DEVELOPMENT SEMINAR  
FOR VOCATIONAL AND TECHNICAL EDUCATION PERSONNEL

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U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

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Edited by  
Larry G. Selland

University of Maryland  
College Park, Maryland

January 1969

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## PREFACE

The American economy is undergoing profound changes. Our technological society and the projected trillion dollar gross national product economy will require effective and extensive programs in vocational and technical education.

The Congress has continued to support the development of a strong vocational and technical education program, and to undergird its national concern by authorizing large appropriations for current legislation. To be productive in terms of society's expectations, vocational and technical education must be planned: It must have clear objectives, appropriate support, practical means of implementation, and provisions for adequate and impartial evaluation.

Educational programs are not self-operative. They need professionally trained personnel with vision, will, and knowledge, who work diligently for the effective implementation of the educational plans. Federal, state and local educational leaders can generate desirable systems that influence vocational and technical education programs. This interchange of ideas develops better programs at the operating level.

Through its program of conferences, institutes, and seminars, the Office of Education has demonstrated its recognition of the critical need for the development of professional personnel in vocational education. In these settings, participants concerned with professional challenges were selected to further develop their understandings and skills. Participants gained leadership experiences designed to develop insight, skill in working with groups, and dedication required to shape future programs.

The long-term value of this seminar will be determined by the success of the new programs and adaptations in vocational and technical education to meet the needs of our changing society.

The contributions of many persons were utilized in the planning, execution, and evaluation of this leadership development seminar and these are gratefully acknowledged.

Clodus R. Smith  
January 1969

## I. SUMMARY

The vocational-technical education Leadership Development Seminar held at the Donaldson Brown Conference Center, University of Maryland, was conducted under contract with the U. S. Office of Education. The seminar was designed to expand the leadership potential of selected state and local educators charged with responsibilities for comprehensive programs in the field of vocational-technical education.

The specific objectives were to develop an understanding of the critical areas of need for programs of vocational-technical education, together with extended awareness of desirable program developments to meet those needs, and to extend knowledge of techniques essential for effective coordination with governmental agencies, at all levels, involved in or responsible for vocational-technical education programs. These purposes were achieved through a multi-dimensional approach of information presentation, outstanding speakers, discussion techniques, and participant involvement through planning groups and conference assignments.

Program content included the role of vocational education in the world of work, planning state programs, concepts of leadership, new developments in vocational-technical education, special needs, research and evaluation, advisory councils, public relations, and vocational legislation.

Participants were selected on a quota basis upon nomination by state directors of vocational-technical education. Thirty-four delegates participated in the one-week seminar.

The Donaldson Brown Conference Center provided meeting rooms, staff offices, housing for participants and guests, and dining facilities. Typing and duplication facilities and visual aid materials were available for resource speakers and participants. A resource library was maintained with a collection of appropriate books, documents, periodicals, and reprints.

The focus of the three planning group committees was the report of the National Advisory Council on Vocational Education. The committees were charged with the task of developing a list of ideas and specific plans for implementing the Council's recommendations which the various states could consider for use.

Evaluation of the seminar was achieved through participants' responses to pre- and post-conference questionnaires, and their reactions to seminar sessions on a five-point staple scale concerning the program content and techniques, administered throughout the seminar.

The project staff feels the objectives of the seminar were achieved and that the major outcome was furthering the abilities of each participant so that he may function more effectively at his level of responsibility

and be better able to conduct leadership development activities at the state and local levels.

## II. INTRODUCTION

The Leadership Development Seminar was designed to extend and stimulate effective leadership in vocational-technical education at the state and local level. Through increased knowledge and deeper understanding of established policies, skill in effective use of leadership techniques and personnel management abilities at the decision making level will be strengthened with resultant benefits to vocational-technical education at all levels.

### Need for the Seminar

Since the enactment of the 1963 Vocational Education Act (P.L.88-210), there has been a growing awareness of the need for the development of leadership to meet the changing challenges and responsibilities in the field of vocational-technical education. While federal agencies may establish policies and procedures designed to implement the intent of Congress, action programs need to be developed and put into effect through the knowledgeable and dynamic leadership of state and local personnel.

Strong, well informed, capable leadership at state, local and federal levels continues to be a critical factor in the development, extension and implementation of vocational-technical education programs.

While progress has been made in both programs and leadership, it is obvious that a continuing, strong, intensive effort must be maintained if vocational-technical education is to consolidate its gains and establish and achieve new goals.

New state and local administrative staff members are appointed each year. Old and new challenges face our leaders. If vocational-technical education is to progress, leadership in this vital area must be continuously developed, and appropriately stimulated so that a multiplier effect of leadership may be achieved.

New administrative procedures and practices and new program dimensions at federal and state levels require continuing explanation, interpretation and communication if local programs are to be effectively, efficiently and economically implemented at the local level.

### Purposes and Objectives

The overall goal of the Leadership Development Seminar was to expand the leadership potential of selected state and local educators, charged with responsibilities for comprehensive programs in the field of vocational-technical education. The specific objectives of the seminar were:

1. To develop understanding of administrative procedures and policies in the Office of Education, H.E.W., as they relate to vocational-technical education programs.
2. To develop leadership capabilities through motivation, information, and application of sound leadership techniques.
3. To develop an understanding of resource materials, information, and personnel available for program improvement in vocational-technical areas.
4. To develop an understanding of the critical areas of need for programs of vocational-technical education, together with extended awareness of desirable program developments to meet those needs.
5. To extend knowledge of techniques essential for effective coordination with governmental agencies, at all levels, involved in or responsible for vocational-technical education programs.
6. To present pertinent aspects of other disciplines and technologies related to vocational-technical education for the information and guidance of personnel responsible for program improvements.

#### General Plan

The Leadership Development Seminar in Vocational-Technical Education was held June 2-7, 1968, at the Donaldson Brown Conference Center, University of Maryland. There were thirty-four participants from twenty-one different states. The Center provided the meeting rooms, housing for participants, staff, and guests, and dining facilities.

The objectives were achieved through a varied approach of information presentation, outstanding resource speakers, varied discussion techniques, and participant involvement through task force and conference assignments. Each participant was assigned to a committee and each participated in at least one post-presentation discussion technique. The committees focused attention on the National Advisory Council's recommendations for vocational-technical education.

#### Accomplishments

The Seminar was conducted as planned with active involvement by all participants. Each committee developed a list of ideas and specific plans of action for implementing the National Advisory Council's recommendations which the various states may consider for use.

The major accomplishment was furthering the abilities of each participant so that he may function more effectively at his level of responsibility and that he may be better able to conduct leadership development activities at the state and local levels.

### III. METHODS AND PROCEDURES

In planning the program current educational needs, major areas of concern and topics for the Seminar were identified by the project staff through appropriate conference techniques involving selected personnel representing the Program Planning and Development Branch, DVTE, Office of Education; selected participant-consultants; and selected leaders from various levels of vocational-technical education activity.

#### Participant Selection

Participants were selected on the basis of having, or expecting to have, responsibilities for comprehensive programs of vocational and technical education. A form letter (see Appendix A) was sent to the respective state directors requesting they nominate two persons for participation in the Leadership Development Seminar. Upon receipt of the nomination, a letter describing the Seminar and travel arrangements were sent to each of the selected participants.

#### Procedure

The Seminar objectives were achieved through presentations of information by outstanding resource speakers, varied discussion techniques, and participant involvement. The formal presentations focused on such pertinent topics as the role of vocational education in the world of work, planning state programs, concepts of leadership, new developments in vocational-technical education, special needs, research and evaluation, advisory councils, public relations, and vocational legislation.

Each formal presentation was followed by a discussion technique which involved each of the participants at one time or another throughout the Seminar. The various techniques used were open discussion, listening teams, participant reactors, buzz sessions, question cards, reactor panels, and participant panels.

The evening sessions were spent in committee work. Each of the three committees were composed of participants with varied background and responsibility (see Appendix G). The specific committee assignment (see Appendix F) was to develop a list of ideas and specific plans for implementing the National Advisory Council's recommendations for vocational-technical education. Each committee presented their report on the final day of the Seminar (see Appendix I).

Typing and duplicating equipment and visual aid materials were available for the resource speakers and participants. A resource library was maintained with a collection of appropriate books, documents, periodicals, reprints, and the respective state plans.

## Summary of Presentations

### The Role of Vocational Education in the World of Work

Dr. Leon P. Minear

You are here to study the problems of leadership in vocational-technical education. Certainly at no other time in the history of American education have we needed leadership more in this area than at the present.

In the recent strife and turmoil in our collegiate institutions and the fallout in secondary institutions we're beginning to see very forcefully that education is not meeting the needs of all students. It is redundant to say that most of the young people who leave our school system are not prepared for work or are at best prepared only on a marginal basis. The academic high school which exists in most of the communities of America is a hand-me-down which is not effective and relevant in today's society, except for those youngsters who have the kind of academic brilliance which puts them in the university or in some kind of academic institution which demands this as a prerequisite. Our vocational-technical education programs were developed in a bygone era. Vast numbers of our young people who could still benefit from these programs do not attend them. About 33% of our students do not graduate from high school, and most of those who go on to college also fail to graduate.

The Governors of the United States are concerned that education is not moving forward, and their concern is focusing more and more on technical-vocational education. You may say that you could correct this problem in your particular state if you had a little more money, but the Governors, the legislators, the Congress, and the men and women of the United States are not convinced that more of the same kind of vocational and technical education is the answer. The Congress of the United States says we must have a major realignment in public education.

There needs to be a re-orientation of the secondary schools, of the junior high schools and the senior high schools, primarily, to bring them into major focus with the world of work. If vocational-technical education leadership is going to accept the challenge being presented by Congress and the people of the America, it is going to have to be the type of leadership that finds a way of breaking out, of trying new ideas, of developing what perhaps would be called by some, parallel systems of educating people.

Vocational-technical education as we commonly practice it is doing an excellent job for the youngsters for whom it was designed. Our problem is to see beyond our present programs. We must extend the boundaries of vocational-technical education to take care of the many millions of youngsters who are not in the fine programs we now have, and we must find the

kinds of training and educational programs that fit and make education relevant for these kids. As Secretary Cohen stated the other day, "We've simply got to find a way to increase enrollment in vocational-technical education by a million enrollees in each of the next succeeding years." And "We've got to find a way to try and get guidance vocationally oriented all the way down to the third and fourth grade and quit hiding our heads in the sand."

The Office of Economic Opportunity and a lot of other experimental, rather exotic kinds of education are developing all around vocational education because we haven't been able to orient ourselves and find the kinds of programs we should have. We must move into areas of vocational-technical education which we have so far neglected, or new institutions will be developed to handle the task.

The structure of the Office of Education, the state departments, and usually the local unit is such that personnel tend to think of only those vocational education programs which are Federally reimbursable. "If we can't get it reimbursed, well, we can't do anything with that program," is the consensus. This presents a severe problem to vocational-technical leadership. To move beyond the limits of reimbursable programs offers the greatest challenge to our leadership and also the greatest opportunity.

Many vocational-technical courses taught by the armed forces or industry are identical with the ones we teach. Almost a billion dollars' worth of materials, publications, overlays, slides, and mockups are available through the military. We have as yet failed to capitalize on these programs or to tap these resources. The Office of Education has a program going with one of the regional laboratories to try and collect samples of all of this material. Ultimately, we will be putting out statements as to what this material is, where it is available, and some kind of assessment of its worth. The leadership in American vocational education should take steps to utilize these resources and programs.

Vocational education needs to have inputs from all across the land--from the state directors, the state departments, various research units, various universities, and various schools of education. It will be the task of leadership to determine how these bits and pieces that are still being formed provide a common set of goals, a common philosophy, a common framework.

Leadership in vocational-technical education is desperately needed in this country to solve the problems I have pointed out--but, in my opinion, not solely on a centralized basis. It's needed in the state departments of education. It's needed from the colleges and universities. It's needed from the local school districts.

We can solve our problems providing we can find some way to stimulate the thinking of individuals on a professional basis and not depend on the U. S. Office of Education and the Division of Vocational-Technical Education for all the leadership.

The vocational education leadership in the past has been one of reacting to problems. Something happens, so we do something about it. The vocational education leadership in the future needs to be one of positive direction and action. With the training you people have had, with your backgrounds, with the kinds of colleges and universities and state departments we have in America, we should have ideas bolting up all over the country regarding new and innovative programs rather than programs that are kind of trickling down from Washington. I think the challenge in American education today is a need for re-orientation of education to become a more relevant kind of an activity, and when we start talking about relevancy, the vocational educator's ears prick up, and this is where we need the leadership--the positive, dynamic, aggressive leadership from the grass roots level to develop better, more relevant programs than we now have for the boys and girls in this country.

Expectations of the Advisory Council on  
Vocational and Technical Education

Leonard H. Rosenberg

The subject of my talk is our expectations and this can be briefly stated. We expect the job to be done to be too tremendous to be accomplished in a short period of time. And that as we try to do the job it will become bigger. We expect, however, that the leadership will be developed in groups like you all over the country and we have the faith that leaders like yourself will be equal to the tremendous task ahead.

Fortunately in those early days we had two teaching processes at the lower levels. The student who didn't or couldn't absorb basic literacy could always quit the little school house and go down to the shop and get a job while he learned to earn. His training was by some sort of apprenticeship. This is gone. Specialization of labor, growth of unions, etc., destroyed this system by World War I and vocational education in the public school system started. But it has never been able to keep up with the changes. Besides it became a second class education with stigma attached and few wanted to say they failed in general education. Incidentally, the entire council felt that the removal of this stigma would push the program forward immeasurably. Smith-Hughes Act brought the federal government into the act in 1917--but industrialization proceeded faster. Lack of jobs in the 30's further complicated the picture. The second World War, military and industry training crash programs proved it could be done at great expense. Post war G.I. bill with its emphasis on college training only served to push the desires for college education for all. The new immigration of the uneducated to the cities raised problems we are now living with. I believe the George-Barden Act only extended the federal government help slightly in the health fields. In 1954 abolition of federal aid to vocational education was seriously recommended to the administration. Thank God, it wasn't followed through.

In Washington the first real push forward came when John F. Kennedy in January 1961 said to Congress:

"The National Vocational Education Acts, first enacted by the Congress in 1917 and subsequently amended, have provided a program of training for industry, agriculture, and other occupational areas. The basic purpose of our vocational education effort is sound and sufficiently broad to provide a basis for meeting future needs. However, the technological changes which have occurred in all occupations call for a review and re-evaluation of these acts, with a view toward their modernization."

The charge to us was simple:

Review the administration of the Act.  
Review the administration of other similar Acts.

Make recommendations for improvement.

Review the status of and make recommendations for vocational programs.

But we found it to be a very complex one.

First and foremost there were no qualitative studies of effectiveness. The quantitative ones were at least a year behind and confused because of different reporting systems. Some states using Smith-Hughes categories, some George-Barden, etc., etc.

So we went out into the field and studied the actual programs. We found State Departments of Education fighting with local ones and both distrustful of the feds. We found some programs built to get funds only. We found other programs training people for jobs that went out at least with World War I. Beautiful buildings with excellent machinery and very few students.

A strong overprofessionalizing of most programs-teacher requirements too high and student requirements likewise. As for teaching it does not take a Ph.D. to train a person in job skills -- all it takes is a person able and knowledgeable in the job and the ability to train someone else to do it. As for students the program should be designed for the students we have and the jobs available. We cannot design the student for the program. We found many examples of qualifications for the program much too high -- a selecting out process - not an including one.

On the other side we found some programs providing on a small scale the training the student needed and providing work force industry needed. These programs generally were on a local level and even if on statewide basis were invariably the results of one person's dedicated leadership. We found many dedicated educators at all levels who just asked "Tell us how and we will." So it's leadership we need.

We hope that many of our recommendations will be passed within the next year or so and that we will continue to fight for the rest of them until we have either all of them or substituted better ideas as they develop. We hope that leadership will be developed in the schools, in the Department of Education, in the universities, and in industry that will all work together to accomplish that most important job of giving all of our people the ability to earn a decent living.

## Planning State Programs of Vocational-Technical Education

Sherrill McMillen

Program planning and development is not new to our society--what is new is that the activities have become more complex; the magnitude of programs has expanded enormously; and the funds for all programs have greatly expanded, necessitating immediate and long-range planning at all levels of responsibility.

Organized comprehensive immediate and long-range planning in top management levels is largely a post-war development pioneered by private industry.

Peter Drucker has defined planning as follows:

"Planning is the continuing process of making present entrepreneurial (risk-taking) decisions systematically and with the best knowledge of their futurity, organizing systematically the efforts needed to carry out these decision, and measuring the results of these decisions against the expectations through organized systematic feedback."

A more concise definition is one used by Secretary of Defense McNamara:

". . . planning is simply a systematic appraisal and formulation of your objectives and of the actions that you believe necessary to achieve those objectives."

Planning, used in the foregoing sense, is not merely forecasting or predicting the future. It is not solely the projection of current programs or their costs. Neither is planning a process that deals only with future effects of present decisions. Planning is largely a job of making things happen that would not otherwise occur.

Planning is a frame of mind, a new way of looking at problems, a viewpoint, rather than a tool or technique. While it is one of top management's most important responsibilities, it is dependent for success upon the participation of all levels in the formulation of plans and in their execution.

The planning process should make all members of an organization planners in themselves and work toward achieving the major goals and objectives of the organization. Planning is done by an organization as a whole, not by a small group of fidgety individuals.

Planning as framework for decision-making is very important, yet it usually runs second to operation in terms of priority; consequently, the administrator who is a doer, often gets in a position where he reacts to, rather than influences, events. Comprehensive planning keeps goals and objectives in the forefront and stresses factors involved in reaching them.

Effective planning requires more than new staff or procedures--there are principles which are useful in the nature and structure of planning:

1. Planning which is not related to the decision-making process and does not have the support of top management will be ineffective.
2. Planning formulates the goals necessary for meaningful group action throughout the management cycle.
3. The planning process must contribute to the accomplishment of objectives and must permeate the organization.
4. Effective planning requires the formulation of policy for procedures and programs.
5. Planning requires adequate and proper timing including the scheduling of key events.
6. "A plan held close to the breast of the administrator will have little positive effect on current operations." Adequate communication of goals, objectives, planning premises, and data, choices and program designs are required throughout all levels of an organization.

Never in the history of vocational-technical education have we faced the multiplicity of problems and the need for immediate and long-range planning at the Federal, State, and local levels.

## Concepts of Leadership

Dr. James W. Longest

What is leadership? It cannot be discussed in terms of black and white, all or nothing, nor can it be defined precisely within strict limitations.

Leadership is relative: to the people involved.  
the timing.  
the circumstances.

Leadership appears in different people, in different ways, as they respond to different situations. We are unable to point to one man and say, "He will always exhibit leadership."

Some of the many faces of leadership are:

A. Variations in the settings of leadership.

Leadership is required in a multitude of settings. This fact alone accounts for the failure to develop an uncomplicated theory of leadership which will be applicable in most or all situations.

No matter what the occasion, leadership is required. Things just don't get done by themselves--they require direction, guidance, planning--in a nutshell, leadership.

B. The social contexts or climates in which leadership is required.

Variations in the requirements for leadership also occur because of existing social conditions. These variations often represent extremes in behavior or conditions.

C. Styles of leadership.

Democratic:

a) Participative systems:

Likert's participative leadership.

Group dynamics theory.

b) Representative systems.

c) Decentralized decision making and program determination and execution systems.

Autocratic:

- a) Rigid chain of command systems (an army).
- b) Highly centralized decision making and behavior control systems.

D. Leadership as effective communications.

A commitment to a democratic style of leadership will require a system for two-way flow of messages throughout the system, but an autocratic style may require only open channels down a hierarchy and a supervisory control system to assure compliance.

E. Leadership in goal achievement.

A group's goals can only be accomplished when there is coordination and integration of the members' contributions. This is as true of the education of the children in a family as it is of the teaching of agriculture in a high school.

F. Personality traits and leadership.

Generally, the search for personality traits that universally assure leadership has been fruitless.

Some relationship is found in research between leadership and level of intelligence (a little above average, generally), self-confidence, sociability, will (or initiative, persistence, and ambition) and surgency.

G. Leadership as knowledge, technical competence, and skill.

There is no question but that knowledge and skill are essential to supplying the quality and quantity of leadership required to keep a social system functioning and to help it adequately attain its goals.

H. Leadership for policy making, decision making, program planning, program legitimation, program execution, program evaluation.

These functions are specifically identified because each of them often requires different knowledge, skills, and levels of authority. Policy making usually rests with a board and/or executive group who are supposed to represent those who will benefit and those who will carry out the policy.

Program legitimation involves many people but most essential are a relatively few persons in positions of authority and capable of committing resources and for giving formal approval in order to add credibility and prestige to the program.

Leadership consists of the performance of roles and tasks that help the members satisfy their own and the system's needs and maintain it in its environment. Note that a change in the environment may call for new functions or different application of roles and functions. In a constantly changing environment leadership must be constantly adapting and changing to the new demands or find itself inadequate.

What roles, knowledge, and skills are most important in a given situation depends upon the type of situation it is and the goals and problems that are therefore involved. Leadership requirements therefore vary a great deal from situation to situation.

Groups or social systems who have many members capable of playing a wide range of leadership task and group maintenance roles can be expected to be more effective than other groups assuming of course that they also are equated on the specialized knowledge and skills required for performance to reach the objectives involved.

Leadership involves a sensitiveness to the concerns and interests of others and to an understanding of good human relations and how to achieve them in varying circumstances.

## Case Study of State Leadership Development

John A. Beaumont

The reorganization of a State Division of Vocational and Technical Education should only be undertaken after the acceptance of certain guidelines and assumptions. It is essential that staff and others affected by the reorganization understand the adopted guidelines and assumptions.

The following are basic to the implementation of change:

1. Goals should be established for the work of the Division. Federal vocational education legislation particularly the Vocational Education Act of 1963, should form the basis for establishing these goals.
2. Function is the key element in re-organization and in the assignment of duties. After the establishment of goals, functions should be selected which will serve to achieve these goals. These functions will be similar in small, medium or large organizations. The specialization of assignment in relation to function will vary with the number of employees.
3. The present staff becomes the initial take-off point for any re-organization. All proposed activities can only be implemented through the work of the present staff. This guideline is based on the assumption that the current staff will be retained in the re-organization. Staff members must have assurance of retention but must understand that assignments are subject to change.
4. Present staff competencies must be related to the selected functions. Allowances have to be made in any re-organization because needed competencies may not exist in current staff. Priorities will have to be established with the results that some functions will be carried out on a limited basis. Those functions determined essential will have to be conducted even though it requires additional staff or current staff assignments which may be temporary in nature.
5. Re-organization is a staff activity which should be initiated and implemented through acceptable democratic processes. Administrative review and State Board policy decision are to be accepted as part of this democratic process.
6. Current procedures in operating practice must be subject to question and review. Only those procedures found directly

applicable to the newly established goals should be retained.

7. Reason not rule is the most important consideration in discussions relative to re-organization. Staff activity should result in the development of a model with suggested alternatives. The model and the alternatives must show a direct relationship to the implementation of accepted goals.

A suggested organizational chart for a state division of vocational-technical education would include:

1. Office of the Director.
2. Fiscal statistical service.
3. Program planning and evaluation.
4. Program operation.
5. Program services.

An Experimental Program of Leadership Development for  
The Supervision and Administration of Vocational-Technical Education

Dr. Ralph C. Wenrich

The current interest in the subject of educational leadership on all levels is high and the need for dynamic leadership in vocational and technical education was brought to our attention by the Panel of Consultants on Vocational Education in 1963 in their report, Education for a Changing World of Work:

"The leadership of vocational education will determine both its quality and effectiveness. In a rapidly changing world, this leadership must be dynamic and forward-looking, able to adapt its thinking to the constantly changing situation which it faces. Capable leadership is always in short supply especially in the new fields."

"Proposed expansion of vocational education programs intensifies the need for leadership development. Special attention should be given to the development of highly qualified professional personnel in the many facets of vocational education. The task is large and will require measures considerably beyond the facilities now provided. Professional staffs at universities that provide leadership training will have to be enlarged. Recruitment of candidates for leadership training will have to be expanded and incentives provided in the form of fellowships or other stipends to make it possible for acceptable candidates to undertake the training needed. In-service opportunities for leadership growth should be made available."

Webster's New International Dictionary defines a leader as "a person or animal that goes before to guide or show the way, or one who precedes or directs in some action, opinion or movement."

Ordway Tead, the author of The Art of Leadership and the major contributor to the Encyclopedia Britannica regarding leadership, says: "Leadership is the activity of influencing people to cooperate toward some goal which they come to find desirable." But this is an oversimplification of a very complex matter.

We, like most people interested in leadership, searched the literature and soon found that there is general agreement among those who have studied leadership that you cannot distinguish leaders from non-leaders simply on the basis of personality characteristics or traits. That is, a person might be trustworthy, loyal, helpful, friendly, courteous, kind, obedient, cheerful, thrifty, brave, clean and reverent, and still not be a leader.

While there has been virtually no research dealing directly with the development of leadership for the administration of vocational and technical education, there has been some dealing with general school administration. For example, one study showed that principals, judged to be effective:

1. engaged in strong, purposeful activity,
2. related well to people,
3. sought success and higher-status positions,
4. felt secure in both home and work settings;

while principals, judged to be ineffective by superiors were:

1. deliberate in nature,
2. satisfied by present status,
3. preferred assisting children to working with teachers,
4. depended on others for support,
5. often showed strong emotion in charged situations,
6. showed preoccupation with speculative reasoning.

#### The Need for Leadership in Vocational and Technical Education -

There is considerable evidence to support the idea that the quality of local programs of vocational and technical education is dependent upon competent leadership--persons who have those insights, understandings and skills which enable them to identify needs and to bring together, and effectively use, the school and community resources (both physical and human) in the development of dynamic programs to meet these needs. Where such leadership is provided, other essential ingredients of effective programs--qualified teachers, well-equipped shops and laboratories, adequate financial support and community involvement--generally follow.

While there is a need for leadership in many different kinds of positions, the need is perhaps greatest in our comprehensive high schools. I have a strong conviction that if our high schools are to become truly comprehensive, we must have in each school a qualified person in a status position (possibly an assistant principal) to give leadership to the development of meaningful programs for those who will go directly from high school in search of employment.

In the past, persons have moved into leadership positions in vocational and technical education with little or no special preparation. The common pattern of educational preparation of vocational personnel in our public schools is one of early specialization. Most teachers are recruited in the profession on the basis of their interest and technical competence in a particular trade or other occupation; frequently their general education has been somewhat limited. Among teachers so recruited are many very able individuals who rise to leadership positions, frequently without the opportunity to acquire an understanding of the nature of our society and its needs. They need help in gaining an understanding of our society. They also need to develop the skills of an effective

educational leader.

Vocational and technical education in the United States must take new directions if it is to serve youth and adults and our society. To determine the proper goals, to initiate the necessary action, to establish clear plans and procedures and then to help others work cooperatively toward the achievement of these goals--this is the challenge for the leader in vocational and technical education. He can be expected to succeed only if he knows how to work with people--both within his own group and in other groups whose cooperation is essential.

## An Education System for the 70's

Dr. Duane Nielsen

My major purpose today is to argue that a systems approach, pioneered in the defense industry, can be applied to the problems of education, even though we are dealing with a much more complex social system. It is this system, labeled the "Organic Curriculum," which I would like to describe in detail now.

It is our conviction that any desired educational program should permit the development of basic learning skills together with appropriate entry-level job skills; which qualify students for work. It is not enough, however, for such youngsters to have only narrowly defined job skills; they should be cross-trained in a cluster of occupations. They should also be prepared for their role as citizens and adults. Personal development in such skills as communication, inquiry, and problem solving should make it possible for a student to cope more effectively with man-made environments. While grappling with the outer world, he must derive an inner feeling of satisfaction and control over his own destiny.

The student who graduates from high school should possess the necessary qualifications for maximum flexibility in his post-high school options. He might want to enter a university or college and pursue an academic program. He might enter a community college or technical school and receive post-high school occupational training. He should have the additional option of continuing his education in an adult education program if he chooses. Or he might even decide to go to work. The key point is that none of these options should be closed before high school graduation.

The emergence of a high school program which will ensure the attainment of these specifications or goals will certainly include academic as well as occupational training, but must also incorporate such elements as personal development, work-study experience, and career counseling. Even the avocational or school sponsored recreational or social programs should be considered as an integral component of the system.

The integration and interaction of these components will be a result of careful systems design and will emphasize the following characteristics: They will be combined in appropriate ways to insure the most efficient and effective learning for the individual student. Unique learning characteristics and styles will be catered to through the design of individually prescribed learner centered programs leading to the attainment of intervening and specific behavioral goals. Appropriate group and self-instructional devices will be employed to accommodate the individual learning differences among students. Each student as far as possible will be given a feeling of success as he proceeds along the way with each modularized unit of instruction carefully scheduled or tailored to his measured level of attainment.

To undertake this systematic approach to curriculum design, two levels of strategy have been established. The first describes the pattern for communicating the program not only to the professional groups in education (which are legion) but also to parents and lay leadership at the local school district level.

The second level of strategy begins by stating the program output specifications in terms of behavioral or performance objectives. Without these specifications, there will be no basis for deciding what learning interventions or teaching strategies would be most effective. Initially, the behavioral objectives would be classified in terms of the traditional discipline orientations. We predict that a careful analysis and evaluation of the behavioral objectives by discipline will lead to the identification of wasteful redundancies in teaching the same or similar subjects.

More important than redundancies are the gaps. There may be important educational objectives which should be taught somewhere in the curriculum but in fact are not taught anywhere. In the interest of efficient learning it may be more sensible to re-classify some of the objectives into new groupings that are independent of the disciplines from which they were originally derived.

Following the specification of the performance requirements, the synthesis of behavioral objectives among the various disciplines will be undertaken. A standard vocabulary or glossary of action words will be developed as a basis for coding and classifying the various objectives identified.

Moving now to the next step in our plan for implementation, we will concentrate our efforts on the development of appropriate materials, the selection of media, and the development of measurement instruments. The testing of a sub-system of this model is underway at the Naval Academy at Annapolis involving three subject matter areas: economics, psychology, and physics. Once the sub-system in these subjects has been tested and validated it can then be used to develop other sub-systems or learning interventions at the high school level. You will note that we call for the intensive training of teachers following the development of appropriate materials and media. This then leads to the installation of the new curriculum in the pilot schools.

To sum up, what I have been describing is a new kind of educational program which incorporates the idea of a continuous progress curriculum with instructional techniques that emphasize the active involvement, the positive achievement and self-direction of students.

The excellence and variety of the educational program depends to a large extent upon our creativity and financial resources. But I think our nation possesses these assets in abundance.

## Characteristics of Persons with Special Needs

James W. Warren, Jr.

The Vocational Education Act of 1963 in Section 4, part (a), item (4), states funds are to be used for vocational education for persons who have academic, socio-economic, or other handicaps that prevent them from succeeding in the regular vocational education program.

The President's panel of consultants on vocational education pointed up the needs of special groups that had not realized nor had adequate vocational education opportunity in the past. These groups depended upon the possibility of employment in low-skill level jobs or induction into a branch of the Armed Forces. Their employment possibilities are all but gone today because (1) automation has done away with most of the entry or low-level types of jobs and (2) higher requirements by the Armed Forces have tended to eliminate the possibility of induction for individuals with little education or skill training. The possibility of providing for the occupational training needs of these special groups lies within the Act.

Persons in these special groups and those unable to succeed in regular vocational education programs we call or refer to them as the disadvantaged, the academic, socio-economic handicapped or those persons with special needs. They are those individuals who have not been able to tune their ways of living to the spirit and practice of modern life. Their condition or situation may have been caused by their cultural environment, race, physical condition, mental ability, emotional stability, or any combination of two or more of these factors.

Persons with special needs (disadvantaged Americans) are characterized, first by being on the outside of the mainstream of American life. Second, they are limited as to their opportunities to develop their potentialities to the fullest.

Limitations of these Americans are usually the result of family income, educational background, occupational background, race, religion or national origin. These limitations, either one or more, set into motion a cycle of cultural, educational, and economic deprivation.

From strong evidences there seems to be a tendency for these individuals to perpetuate their condition from one generation to the next. It is almost impossible for individuals to ever find their way out of these situations unless society breaks the cycle by providing (1) educational opportunities, (2) employment possibilities and (3) adopting a more enlightened attitude in human relationships.

In getting to know and dealing with persons with special needs it will be recognized early that they rarely have just one special need but several, one begetting another and another.

### Characteristics of Persons with Special Needs:

- a. Youth with special needs, especially those residing in depressed rural areas, consider themselves adults by the time they reach their teens.
- b. Persons with special needs are oriented to the present as opposed to the future -- to getting -- by versus getting-ahead. Planning for the future is almost nonexistent -- for there is nothing to plan with.
- c. The environment of youth with special needs lacks stimuli that develop verbal, cognitive, and perceptual skills; and these are essential skills for success in the traditional educational system.
- d. Congruent with the value system, the life style of persons with special needs reveals an emphasis on the pragmatic and materialistic.
- e. Most disadvantaged persons value education.
- f. Most disadvantaged youth desire to improve their situation, and thus have goals for achieving a stable occupation.
- g. The disadvantaged student learns through a concrete approach -- less emphasis on abstraction, fewer concepts, emphasis on the manipulation of objects, etc.
- h. The parents of disadvantaged youth are often poor models.
- i. Maintaining status within his peer group is often one of the most important factors influencing and/or motivating the learning of students with special needs.
- j. Disadvantaged youth and adults feel alienated from society and view life as a situation where there are no alternatives.
- k. Disadvantaged youth are often very creative -- especially when compared to middle class youth.
- l. The mother is the most meaningful (and many times the only) figure in disadvantaged families.
- m. The people of depressed rural areas emphasize kinship relationships.
- n. The social institutions (education, government, religion, family, etc.) of depressed rural areas reflect and also tend to perpetuate the existing situations.

- o. Persons residing in depressed rural areas frequently lack the knowledge of employment opportunities in, and an understanding of, the functioning of modern technological society.
- p. Persons with special needs are generally characterized by physiological problems. These problems are directly related to interest in school and learning.

The necessity of knowing about and having concern for those persons having special needs characteristics would seem to point up certain implications to vocational educators.

State Vocational-Technical Education  
Research and Evaluation Programs

Dr. Herbert Righthand

One of the major contributions to vocational education made possible as a result of the criticism of the President's Panel of Consultants, the Vocational Education Act of 1963 and the action of the U. S. Office of Education was the assistance provided for the establishment of Research Coordinating Units. These units attempt to question existing practices, experiment with new approaches and develop yardsticks applicable to vocational education.

It is essential that the research conducted in vocational education make some impact on vocational education. The questions and problems faced by the administrators and teachers in vocational education should provide the frame of reference in which vocational researchers operate. Just as research should contribute to the planning of vocational education, the selection of the problems for research should be planned according to the needs of the operational staff.

In order to provide these services in a meaningful manner, it is essential that the State develop its practices in an organized and structural manner. It must plan, evaluate and replan. Plans should be developed on a long and short term range and based on objective criteria. Too often, programs are developed on the basis of historical precedent, incidental or "follow-the-pack" criteria.

The educators who are trying to free themselves from the stereotype and seek innovative approaches primarily because they are innovative, are not advancing the educational technology. Innovation for innovation's sake, without the direction provided by careful research and planning and objective evaluation, constitutes a step backward, rather than forward.

It is therefore essential the State agency of vocational education accept a key role in vocational research and in program evaluation. Through the findings of these activities the State agency will be more effective in carrying out its role.

The development of new programs in vocational education, as well as the effective continuation of existing programs, must be based on the knowledge of the manpower needs of business and industry and the needs of students. These analyses of manpower needs and the student population, whether obtained through Employment Security Agency or studies conducted by the RCU or universities should provide the data for the projection of activities required of all State vocational agencies. These data should be valuable to local administrators planning new facilities, programs or interested in "up-dating" existing programs.

Student population studies should consider the number of students not being served through existing programs, projected numbers, and the range of interests and abilities of the students. The manpower studies should be extended to provide a clear job analysis of the occupations being reported so that appropriate curricula can be developed. This analysis should also provide a basis for determining whether preparation for an occupation is best provided at the secondary or post-secondary level.

Research and evaluation are not synonymous and there are some situations where each follows its separate path. However, generally it is found that evaluation is essential to research and research is essential to evaluation.

Evaluation may be described as consisting of the following steps:

- (1) Description of the educational objective for evaluation.
- (2) Identification of measurable criteria related to the objective.
- (3) Development of an instrument for measurement.
- (4) Identification of the techniques for conducting an evaluation.
- (5) Establishment of interpretative techniques.

It is essential that evaluation be a continuous process and not one that is applied at completion or after graduation. An "in process" or program evaluation should be conducted so that indications of the quality of the program may be observed and if necessary acted upon. In this type of evaluation, having described the educational objective, it is necessary to identify the criteria to be measured. These may consist of analyses of the physical facilities, equipment, teacher qualification, student interest, availability of appropriate related instruction, guidance services, use of advisory committees, enrollment, student placement, etc. Another evaluative criteria which must be considered, is the cost factor.

The closer the relationship of research to the problems of planning and operation, the greater will the impact of the findings be. Further, as evaluation is applied on pilot and operating programs, research studies and even evaluation techniques; vocational programs will become more effective. Research, evaluation, planning and operation must not be separate aspects, each following its independent course. They must be integrated in an active program in order to achieve or maintain quality in vocational education.

The Appalachian Center Program On  
Leadership Development and Vocational Education

Dr. Ernest J. Nesius

The nature of the West Virginia Center for Appalachian Studies and Development, called for short, the Appalachian Center, was formed as a unit of West Virginia University in 1963. The then president of the University believed that the eight various units serving off-campus situations should be consolidated into one administrative group. Included were the Cooperative Extension Service, General Extension, various continuing education units, a labor education unit, a research and development unit, and international programs.

An important part of the arrangement was the research and development unit placed there with the thought that it should carry out applied research on the problems of the State, which, in turn, would provide grist for the extension mill. This arrangement has proven to be a solid idea and highly satisfactory.

The point should be made clear that the University Appalachian Center has not been carrying out a vocational education program but instead it has assumed the role of a helper through creating a favorable climate, arrangement of classes, and carrying out related investigations. Further, the Appalachian Center has not received any funds through the Vocational Education Act. We recognize the great need for attention and thus we organized some effort to support the need.

The role played by the West Virginia University Appalachian Center may be placed into two categories; namely, (a) direct involvement in program development, and (b) stimulating further activity.

Direct involvement in program development included such programs as:

- (1) College Awareness Program
- (2) Youth Careers Awareness
- (3) East Africa Vocational Agriculture and Diploma Education in Agriculture
- (4) Vintroux Community Experience
- (5) Organizing Vocational Education Classes for Adults
- (6) Technical Education Investigation
- (7) Survey of Vocational Education in West Virginia
- (8) Analysis of Vocational Training for Adults

Stimulating further activity involved such programs as:

- (1) Appalachian Labor Leadership Training for Community Action
- (2) State Visiting Committee
- (3) Manpower Development Committee
- (4) Manpower Development in Appalachia

(5) Youth Awareness Conference

General Conclusion

1. The need for attention with funds and the finest expertise for expanded vocational-technical education is very great.

2. The institutional framework of the education establishment must undergo much change before it will agree to give vocational-technical education the status it deserves to meet the need.

3. A very great need exists for an occupational ladder in the educational system up which a young person may climb irrespective of the point of entry into the system.

4. The lay leaders with whom we deal are ahead of the educational establishment in the feeling of need.

5. Community residents not possessing a tradition or the skills of community participation can be taught to participate in the community and to be leaders.

6. Our knowledge is quite limited concerning the real situation as it exists in the community with respect to the need for manpower development, the availability of training facilities, and the methods for getting the young persons into an educational track.

7. Our institutions of education need to remove as much of the rigidity as is possible from their facilities, curriculum, and administrative system.

8. Attention to the individual person with a problem, through face-to-face confrontation, pays off with high returns. Obviously, the persons needing the training are the most difficult to reach and more personal attention needs to be given.

Implications for the States Resulting from the Report  
Of the Advisory Council on Vocational Education

Dr. Edwin L. Rumpf

The simple realization that there are other points of view is the beginning of wisdom. If this is true, we vocational educators certainly should have the greatest wisdom of all those in the field of education because we have been exposed to many divergent points of view. The question is "How well have we accepted other points of view?"

Little more than five years ago, "Education for a Changing World of Work," the report of the Panel of Consultants on Vocational Education, formed the basis for Public Law 88-210, the Vocational Education Act of 1963. This monumental piece of legislation in education is only now making its real impact felt throughout the nation. Seldom has a report been so faithfully translated into Federal law in so short a time.

Today we are going to consider a similar report, that of the 1968 Advisory Council on Vocational Education, entitled, "Vocational Education, The Bridge Between Man and His Work." Time will not permit us to review the report in detail; however, we will look at some of the implications for the States which arise from this latest nationwide study of vocational education.

For the sake of convenience, we have classified the recommendations of the Advisory Council into five different categories that are represented by the letters "PASSF." Each letter is translated as follows: P = program, A = administration, S = students, S = staff, and F = facilities. Each category includes one or more recommendations made by the Advisory Council that we recognize as having implications for the States. Whether or not you agree with the way in which these recommendations have been classified is not important. What matters is that you recognize the implication of the Advisory Council's effort in your particular situation and do something about implementing the recommendation.

Under the "program" category, we included those recommendations which appeared to have some direct application to or effect upon the instructional program; these are: 3. exemplary and innovative programs, 4. programs for persons with special needs, 5. work-study programs combining education, training, and work experience, 8. homemaking programs, and 16. part-time cooperative programs.

The expression "exemplary and innovative" as applied to vocational education programs may give rise to as many varied interpretations as there are sources of information on the subject. Many items refer to the use of instructional equipment, the utilization of work experience programs, and the extension of guidance and exploratory experiences; however, the following unusual items are called to your attention:

(a) working with industry to train production workers, (b) initiation of new programs of training State prison inmates, (c) building a facility to take care of the related instruction for apprentices, (d) initiation of direct placement of youths in summer work in cooperation with the local newspaper, service clubs, departments of employment, and the fair labor office, (e) development of a mobile training unit that enables the college to take complete training units into pockets of hard-core unemployment, (f) renting and operation of a restaurant for a training school, and (g) employment of persons from industry to assist in developing programs and instructional materials for special courses.

"Programs for persons with special needs," received generous treatment in the report. We must improve our record regarding the contribution of vocational education programs to persons with special needs.

The recommendation relating to work-study programs combining education, training, and work experience re-emphasized the importance of an aspect of the vocational education program that was established in Massachusetts and in Pennsylvania before the passage of the Smith-Hughes Act in 1917. The recommendation relating to part-time cooperative programs, within certain limitations, can be supported right now under the legislation presently in effect.

Homemaking's goals support the family unit and relate to the dual roles assumed by many women in today's society as homemakers and wage earners. All of us need to re-examine our priorities in this field.

In the "administration" category, we have included those recommendations which concern management and finance of vocational education programs; they are: 7. earmarked funds for post-secondary and adult programs, 9. funding based on need and ability to provide quality vocational education, 10. matching of Federal allotment on a statewide basis, 13. improved planning, both short- and long-range, 17. expansion of research and Research Coordinating Unit activities, 19. engaging in statewide program review and evaluation, 23. additional financial support for vocational education programs, 24. establishment of centers for curriculum development, and 25. stimulation of greater use of advisory committees.

At this moment, States should be reviewing needed and proposed changes in legislation which will not only simplify the administrative process, but also insure greater financial support of the program. At the same time, States should review the policies and procedures whereby local vocational programs are supported, either by advance payments or reimbursements. A trend seems to be developing away from reimbursement and support that are uniform to those which are more closely geared to the need of the recipient school districts, in order that high quality programs may be maintained. Program review, short- and long-range planning, and evaluation cannot be accomplished entirely in an informal manner.

Let us turn briefly now to our consideration of the "students" category. Students are the reason for our being here or anywhere else in the field of education. The recommendations in this category relate directly to the student and his welfare outside the instructional program; they include: 15. grants under Title IV of the Higher Education Act of 1965 to provide financial support to the student, 20. expansion of definition of vocational education to include "pre-vocational" and "employability skills," 22. proposal that job placement become a responsibility of the vocational educator, and 26. proposal of a "learning and earning" corps to assist the disadvantaged inner-city and rural youth. All of these recommendations are within the realm of possibility at the present time.

In the "staff" category much more than is presently being done must be accomplished to upgrade our present professional personnel and to secure others needed to accommodate the greatly increased enrollments that will be flooding the schools in the future. Here too we need to explore every possibility relating to preservice and in-service opportunities. Too few people know that courses in vocational education for general school administrators can be supported from vocational education funds.

The final category, "facilities," relates to the construction and operation of residential vocational schools. I have long since seen the tangible results of such endeavors. If, in conjunction with just one area school, each State would provide living quarters for a limited number of students on an experimental basis, the good that would accrue and the support that would be forthcoming would be immeasurable!

This brief overview of implications cannot have done more than whet your appetite for future study of the report. If we have accomplished that much, I believe that we have achieved our purpose; more important, however, is the development of an attitude and a plan of action that will make vocational education dramatic and creative. It must become dramatic in the sense that the general public will be attracted to it and recognize its potential contribution to the good and welfare of our people and our Nation. This does not mean that we discard any time-proven attributes of vocational education, but it does necessitate change in direction and new labels to emphasize the change. It means that we must reassess our responsibilities and establish priorities to achieve our objectives.

King Solomon wrote "Where there is no creative vision, the people perish." Through the ages, we have seen important civilizations that have flourished, declined, and perished. Each had a common characteristic: a decline of creativity of the population. To survive, we must be creative. The future of vocational education depends upon this. You as members of this leadership conference will have much to say as to how the story will be written.

## Standard Terminology for Local and State School Systems

W. Dale Chismore

Historically, this project was started about eleven years ago, but because of unavoidable interruptions it was deferred. It was reactivated in 1959, but nationwide needs and demands for two other handbooks created priorities that necessitated further delay in the project. These two handbooks of the State Educational Records and Reports series, now completed and in use across the nation, are: Handbook IV, Staff Accounting for Local and State School Systems, and Handbook V, Pupil Accounting for Local and State School Systems.

What really brought about this cooperative project for the standardization of terminology for instruction in local and State school systems? For many years educators at the local and State levels have indicated and voiced the need for information about curriculum and instruction--information which is discrete and which will meet the criteria of comparability and combinability.

By maintaining information about curriculum and instruction in a discrete and logically classified form, the potential for using such information is almost unlimited. For example, it can be used for enhancing selected studies and research; curriculum development, evaluation, and revision; scheduling pupils into classes; reporting to local boards of education, communities, or State education agencies; exchanging information with other schools or school systems; and financial accounting.

As the handbook is presently organized, and it is possible that some revisions may occur, Chapter 1 provides an overview of the handbook. Chapter 2 is comprised of classified items of information concerned with the organization and administration of curriculum and instruction, and Chapter 3 contains the definitions of the items classified in Chapter 2. Chapter 4 is comprised of the classified items of information about the substantive content of curriculum (the subject-matter areas), and Chapter 5 is comprised of the definitions of the items classified in Chapter 4. Chapter 6 provides many suggestions concerning various uses of the information in the handbook, including (if one may correctly refer to them as such) some simple models which show how selected types of information in the handbook may be related in a meaningful manner. Chapter 7 is the glossary. The final copy of the handbook will have an extensive index.

The substantive content of the curriculum has been classified into twenty subject-matter areas. Of these twenty curriculum areas seven are vocational-technical; one is for General Elementary Education and General Secondary Education concerned largely with the self-contained classroom; one is for Differentiated Curriculum for Handicapped Pupils (Special Education); and one is for Cocurricular Activities.

A major purpose of the handbook is to identify, classify and define items about curriculum and instruction useful to and needed by educators across the nation. For the first time a taxinomial structure has been developed for subject matter. Another purpose of the handbook is to relate curriculum and instruction to the present series of State Educational Records and Reports Handbooks.

What will this handbook do in terms of meeting some specific needs? We think it will play an important part in decision-making, particularly as it relates to curriculum design and development and curriculum review. This can be true when discrete basic data is available for interpretation and hence application. We think it will serve an important purpose in relating to the administrator, the supervisor, and the teacher in clear, succinct terms what actually comprises, for example, Trades and Industrial Occupations, English (Language Arts), Mathematics, and Office Occupations.

Standardized terminology in curriculum can be beneficial in other ways, too. Can it not provide a means for discreteness in financial planning? Handbook VI can serve State education agencies and local school systems in the certification of teachers since teacher certification is tied largely to subject-matter areas which have been identified. The information can be used in assigning teachers, in maintaining records, in exchanging information between schools, providing pupils' transcripts to colleges and universities, assigning pupils to classes, and providing information needed by State education agencies. In this day of data processing this commonly-agreed-upon standardized terminology can do much to expedite data processing and communication.

What criteria did the material included in the Handbook have to meet? One, it had to be by consensus of the people who were concerned with the particular data being considered and withstand review by hundreds of other persons. Second, it was agreed upon through the process of conferences and reactions of many groups and individuals as being needed by local and State school systems. Third, the data was judged as important to local and State education agencies and others. Fourth, the data could be kept as a matter of record with reasonable effort. The general overall rationale of Handbook VI was to employ simple language, simple organization, and the use of contemporary terminology as far as possible.

## Taxonomy of Occupational Titles and Instructional Program

Emanuel Weinstein

The Vocational Education Act of 1963 reflects the dual concern for the economic aspect of education and for the preparation of the individual for the requirements of society. The Act indicates that vocational education programs are intended for "persons of all ages in all communities," and that such offerings must be "realistic in the light of actual and anticipated opportunities for gainful employment and must be suited to their needs, interests, and abilities to benefit from such training."

In addition, the Act provides that vocational and technical education may include within its scope all occupations which do not require a baccalaureate degree. This means that we are concerned with approximately 90 percent of American occupations. The challenge facing vocational educators becomes quite obvious. And the need arises, therefore, to develop tools and data to assist vocational educators in planning for and gauging the effectiveness of their programs in relation to the manpower and occupational demands of the economy.

To help satisfy this need, the Division of Vocational and Technical Education has been working closely with the National Center for Educational Statistics and with the Bureau of Employment Security, U.S. Department of Labor in the drafting of two documents. One contains a system which identifies, defines and classifies instructional programs, including vocational and technical programs, offered by State and local school systems. The second links the vocational and technical programs to occupations contained in the Dictionary of Occupational Titles. This second document, we hope, will aid those concerned with educational planning for manpower needs to more accurately measure the contribution of public vocational education to the supply of manpower in this country. The intent of this document is to relate vocational education offerings to occupations on the basis of their education and training requirements in one uniform system. It has been given the tentative title of "Vocational Education and Occupations."

In planning educational programs for manpower needs, there are three basic factors to be kept in mind:

1. The occupational distribution and trends of the labor force.
2. The actual work performed and the performance requirements.
3. The education and training needed by the worker for successful performance.

Available labor force data and job analysis information although leaving much to be desired are fairly good and the techniques for obtaining better data are constantly being improved. What we have been lacking

are data about the learning force which are related to occupations.

It is our hope that the second document will provide the missing data. The document will consist of two parts preceded by an introductory and explanatory section. One part will contain a four-column listing of educational instructional programs derived from the handbook, Standard Terminology for Instruction in Local and State School Systems which will be related to codes and titles from the Dictionary of Occupational Titles. At present there are approximately 350 programs related to about 2,000 occupational titles. Part II will contain a four-column listing which will show the reverse, i.e., the D.O.T. code and title will be related to the pertinent vocational education code and program. The document is intended primarily to assist educators and manpower specialists in gathering and relating data about the job market and vocational and technical education programs.

An additional feature is the opportunity to record new programs not now included in the classification structure. These may be entered in pertinent groups ending with the digit "99". These may turn out to be extremely important sections of the structure because from these compartments we may be able to ascertain if we are responding to the pressures of technological and social change.

We will be able to relate data on enrollments and completions to manpower trends and requirements. Using the data collected, it may become quite possible to match the "output" of vocational education institutions with occupations for which workers are in short supply.

There are other uses to which this system may be put. For example, this new relationship table may also serve as a counseling tool because it will relate education to the world of work. It will indicate to students and teachers the occupations or range of occupations to which the students will be exposed as a result of taking certain educational programs. In this connection, the addition to the document of worker characteristics, such as aptitudes, interests, and physical attributes which are necessary for successful job performance is being considered.

We hope that this new tool will satisfy the fundamental need for information on education allied to information about jobs and labor market trends and thus aid us to respond more quickly to technological and other changes. In essence, we anticipate that the data developed with the use of this tool will provide a basis for policy development and for the subsequent adaptation of programs to the changing needs of our economy and society.

## Local School Planning and Budgeting by Activity

Allan R. Lichtenberger

I wish to approach this subject in two ways: First, from the standpoint of management control; second, through a description of file structure.

Take the first approach. What the superintendent needs is a display of fundamental data--one he can scan quickly--which "looks like" his school system.

With only a little imagination, each of us can envision that a display of fundamental data that "looks like" and "acts like" a school system in operation can be manipulated to help us see about what the school system will "look like," and about what the school system will "act like" next year, and the next year, and as far into the future as we can foresee exceptions and implement tested innovations.

In education, a program is (1) a cluster of activities (2) aimed at achieving identified, close-in objectives (3) relating to target groups of pupils (4) when those activities are performed over a specified period of time, usually a year or less.

Of central importance are the objectives, or whatever we call what we are truly trying to do, and the pupil groups, the individuals in whom those objectives are achieved in terms of behavior. It is futile to think of educational objectives without thinking of the types of pupils involved. I am not talking about distant, majestic objectives. What I am talking about are close-in objectives, the kinds of expected outcomes which can be seen to occur in pupil behavior within a short period of time, and which can be assessed in terms of the best tests and judgment we have at our disposal.

The determination of what is to be done to achieve the objectives of a program is program planning.

A careful estimate of the cost of doing what is planned to achieve the objectives of a program is program budgeting.

The maintenance of a record of what is done in the operation of a program is program accounting. It includes a record of actions, evaluations, and costs.

There are five areas of record information. Let's talk about each one of them as a file. One is a file of data elements about pupils; one holds information about staff members; another contains facts about the curriculum; in still another we find data about school property; and there is the file of information about money received and disbursed by the school system.

While the form of the files has much to do with how quickly they yield their data, the principles applying to them are the same, regardless of form.

Their construction is not simple or easy. As separate, unrelated collections of data, they have some value. When their items can be quickly called out and interrelated through functional coding, they become virtually one file--a comprehensive system of educational information--very useful to management.

There is a limit to the value of a comprehensive system of educational information which is doing only the routine jobs. While there is some time-saving, and there are other distinct advantages, the potential for use of the files and a system of information to get at the "gut" purposes of education has scarcely been tapped. The greatest promise for use of information to make a significant difference in education, today, is to apply the comprehensive system of educational information to identified programs.

I want to emphasize that PPB is not an exercise in reducing school system budgets. It is a means of helping us apply money and other resources in the most effective manner possible.

It is of some concern to me that one of the great advantages of PPB--that of the value of feedback-- is so little discussed. After the first cycle of a program, the closing of the loop, or feedback, to re-planning, re-budgeting, re-operating, and re-accounting with emphasis on evaluation in the light of what was learned in the first cycle, offers enormous possibilities for the accumulation of knowledge about how to do the job better.

A "program", or module of activity, or unit of behavior in a school system, geared to objectives, must be of such a nature that it will bring attention to each pupil as a unique person, not a faceless individual faced with frustration which has often made it so difficult for young people to become a part of our society. It is in the pupil as a unique person that we truly begin to visualize each program. Ask those people who argue that "No one can tell me what a program is," to think in terms of one child, his needs, his attitudes, his understanding, and his appreciations, and to visualize the kinds of development he needs now and on into his generation. The essential activities will fall into clusters, in sequences. Then multiply this child into numbers we can see as "target groups" of kids, in programs where they have a chance to win. A child in a program with objectives beyond or below his abilities is in a program designed to his failure.

Almost a paradox, PPB does not solve problems. It exposes them, brings them to light, calls attention to work to be done. This is much the same as a good bookkeeping system does. Bookkeeping does not solve financial problems. It points them out.

## The Utilization of Advisory Groups for Vocational Education

Samuel M. Burt

While many educators have and do consult with individual industry, business and labor representatives, the primary instrumentality for developing industry-education relations over the years has been the so-called "advisory committee." By estimate, some 20,000 such advisory committees are organized each year by vocational and technical educators and schools in an effort to involve industry people in helping develop public school occupational education programs. Some of these committees are effective. Some are not. I suspect that one of the major reasons for failure in making full use of industry-advisory committees is that most school people look at their advisory committees from their own point of view.

An interesting exercise for any vocational or technical education program administrator would be to place himself in the role of a member of one of his advisory committee members and to then ask himself such questions as:

- (1) What information would I like from the school people?
- (2) In what ways could this committee be of real assistance to the school?
- (3) What would I like to happen at the committee meetings?

If I were a member of a vocational school advisory committee, I would like, first of all, to feel that I was involved in an activity which was going to make some worthwhile and important contribution in the field of education. I would like to tell my family, friends and associates that I had been selected to help develop an important educational activity which was going to benefit my community and my industry. I would like to brag just a little that I had been recognized not only as an expert in the field in which I am earning a living, but also because I had some knowledge and understanding of the field of education.

I will feel a lot more comfortable if I know something about you and the environment in which you are operating! And while I am learning, I am not only becoming involved, but hopefully, am becoming identified with you, the school and the problems of the educational system. If you can get me to this point, you can be assured I will be an active participant in the school program and the advisory committee. As a matter of fact, I will be doing my best to go beyond offering advice, and actually cooperate with you in achieving your goals for your program.

I would like to know what other schools and school systems are doing about the problems being presented to my committee.

I want to understand the relationships which exist between these programs, the State Employment Service, "war-on-poverty" programs, correctional institution training programs and any others that will be providing my industry with manpower of varying skill levels.

I would like some expression of appreciation for my volunteered services and contributions.

When you ask me to attend a committee meeting, I would like to know what will be discussed at the meeting and know that the meeting will be run smoothly and be kept within reasonable time limits. I will want something to happen as a result of the meeting. I will want to know, as soon after the meeting is over, what did happen as the result of the advice and services we provided.

In the final analysis, this is exactly what I want--effective utilization of my expertise, my knowledge and my interest in serving one of the most important components of my community--my schools and its students.

I urge you to give this matter careful thought before you organize an advisory committee. If you can't provide the staff time needed to allow for the full range of interests and desires of your committee to serve the school program, you will be better advised not to establish the committee in the first place. A poorly used committee is worse than no committee at all!

Of course, without an advisory committee, your occupational education program will probably not be of much value in properly preparing your students for the world of work. So you might, at the same time you decide not to have an advisory committee, eliminate your vocational and technical education program.

Public Information for State Department of  
Vocational Education Program

Jarrot A. Lindsey, Jr.

Probably, not many of you here spend your full time as a public relations or information director, but the fact remains that each of you, by your every action day to day, is performing in the public relations arena whether you realize it or not.

It should be obvious to you that no amount of good public relations activities can cover up bad administration, poor leadership and inadequate educational programs.

One essential way we can influence public opinion is by providing accurate, adequate information that people can use in forming their own opinions.

We must assume that for every idea or cause we want to promote, there will be people on the other side who will oppose the idea and try to frustrate our causes. If they are more skilled than we in supplying information through the mass media, they might well defeat us in our cause. So it stands to reason that you or somebody on your side needs to have skill in persuasive techniques.

Lindley J. Stiles, Professor of Education at Northwestern, says, "Experience indicates that the handling of public information is one of the most sensitive and difficult problems confronted by superintendents of schools. More leadership failures are reputed to be caused by poor public relations...then by any other single factor..."

Education is in the big time now. It is big business in every way--from the numbers of people involved in it to the number of dollars spent on it.

We are in the public eye -- we are in the political arena -- we must be alert to all facets of good public relations and communications if we are to achieve those things we want for education.

Our basic job is to provide information to the people so that they can make intelligent decisions.

We must identify our publics, be sure of the message we want to convey, and decide on the best way to communicate the message using the best techniques we know.

We must be thoroughly familiar with each particular public we want to reach -- know its needs, its perspectives, its habits, its intellectual level, its background -- if we hope to communicate.

Too often, even knowing that our public image is important, we fail to make a concerted effort to build this image in any planned, orderly fashion. This is the job a public information specialist can do for you.

You do need an outlet for information, handled by an information specialist who knows the publics to reach, who knows what is really news and what is not.

Wherever he is located -- in a central office or in the vocational division, he should be at the policy-making level and not placed down in the structure, lost from where the action is.

He can be a person working with a central department unit and assigned to cover vocational news. If located there, he will have a better grasp of the total educational picture, he can better judge what in vocational education is really news as compared with other department news. He will not have the tendency to build individuals but will help to build better program images in the public's eye.

He will be independent to assert his own professional judgment as to how best to present material to the public, the legislature and the national Congress.

If you do not have a positive plan for dissemination of information which you keep side by side with your state plan of operations, you are way behind the times.

An effective public relations director dares to be different -- he's head and shoulders above the crowd -- he has real vision, a good outlook -- and he plans ahead -- if he didn't he would fall flat on his face.

He's a good observer -- he looks in every direction like an overseer -- studies what everyone else is doing, and decides for himself the direction in which he should travel!

## Vocational Legislation

Lowell A. Burkett

The time has now come when we must fill that vacuum in manpower training with vocational and technical education. The job ahead cannot be undertaken by maintaining business as usual.

I am sure that some of you are going to say I have "joined the crowd" when I relate to you what I consider our jobs to be for the future. I am firmly convinced that most of us did not grasp the full meaning of the statement of the purpose of the Vocational Education Act of 1963 where it states that vocational education should serve the education and training needs of "all the people in all communities." Some thought this could be accomplished with more money and more of the same old programs. Some thought that the regular programs must be thrown out and everything that was worthwhile had to be new. Somewhere between these two extremes must lie the answer.

Another obstacle has been the fact that we are continually getting hung up on the dichotomy between education and training. I merely want to say that education and training cannot be separated; and, for this reason, vocational education should have a major role in every program that is designed to prepare people for jobs. We do not have anywhere near the major responsibility today. Through the Federal-state-local structure for vocational-technical education, we are expending less than 5 percent of all the Federal money appropriated for vocational education and training, including training in the Department of Defense. With this fact before us, can we afford to be complacent?

A democracy cannot survive without education and training going hand in hand. In a democracy, the individual is important and he must be free to choose a job, prepare for it and make progress in accordance with his ability and his desire. Our public school system must take this into account. My concern, and I hope your concern, is that the preparation for employment remain a function of education.

The 1963 Act focused on people and asked us to serve students at various levels in high schools, post high schools and programs for the adult and disadvantaged.

Our efforts in training and education for the disadvantaged have not yielded any great number of enrollees but we have demonstrated our capabilities. Efforts will be expensive and will require the best leadership capabilities we have. Many of us have shied away from this because employers have set high qualifications for jobs. We were fearful that our programs would become a "dumping ground" from our secondary schools and that our placement records would show a low percentage.

The scene is changing and employers are willing to accept people who may not have the potential for supervisory positions. Employers are greatly in need of manpower; and many of them are showing a social conscience. Employers realize that people must have jobs to stay off welfare rolls and that they ultimately will pay for unemployment through increased taxes to support welfare and other remedial measures. Employers realize that they cannot train the disadvantaged without the help of education and they will assist through cooperative part-time vocational education programs. Again education and training cannot be separated!

Congress wants vocational educators to do the job. They see some of the shortcomings of other agencies entering the field of education and training. We don't want to fall prey to our complacency. The public demands and needs our leadership. The future of our democracy may rest upon how well we do our job. This challenges me, and I hope you too feel a great sense of responsibility upon your own shoulders. We have responded to crises in the past -- World War I, the GI Bill of Rights, and other national crises. We are now faced with perhaps our greatest crises, and it has many new dimensions. The problems are economic, social, and educational.

The AVA leadership is urging Congress to pass legislation to help us get at our task. We support a bill, H.R. 16460, which includes funds for, establishment and/or strengthening of: comprehensive state-wide planning, work-study, opportunities for the disadvantaged and culturally deprived, cooperative education, leadership development, curriculum development, library facilities, teaching aids, national planning, direction and evaluation, national visibility for vocational education with strong leadership at the national level.

## Summary of Planning Group Reports

The following list\* of ideas for implementing selected recommendations of the Advisory Council is hereby presented:

- R1-- It is recommended that all federal vocational education acts administered by the Office of Education be combined into one Act.
- Ia. That implementation of Recommendation 1 include channeling all funds through the state boards of education.
- R3-- Funds and permanent authority be provided for the Commissioner of Education to make grants or contracts to state boards and, with the approval of the state boards, to local educational agencies and to other public or non-profit private agencies, organizations, or institutions for planning, development, and operation of exemplary and innovative programs of occupational preparation.
- Ia. That all such programs be approved by state boards for vocational education. Appeal by training agencies or institutions should be made to the Commissioner of the U.S. Office of Education. A copy of the appeal must be submitted to the state board for vocational education.
- Ib. Promotion of programs by the U.S. Office of Education be conducted by agencies of training and be approved by the state board for vocational education.
- Ic. That proposals shall provide for evaluation of effectiveness of the program.
- R4-- Funds and permanent authority be provided to develop and operate new and expanded vocational educational programs and services specifically designed for persons who have academic, social, economic, or other handicaps.
- Ia. That a permanent position should be established at the state level to provide for coordination of this program.
- Ib. That a working definition of persons with special needs be developed.
- Ic. That these services be coordinated with other agencies attempting to assist these persons.
- Id. That liaison be established with other agencies having special needs curriculum materials.
- Ie. That a non-structured educational program be utilized where feasible.

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\*R = Recommendation

I = Idea for implementation

- If. That flexibility of training in existing curricula be provided.
- Ig. That provision be made for appropriate teacher training.
- R5-- The combined Vocational Education Act provide permanent authority for work-study programs at the secondary and post-secondary levels structured so as to combine education, training, and work experience, as well as offer income opportunities.
- Ia. That a vocational educator be appointed at the state level to supervise this work-study program.
- Ib. That where feasible the employment experience should be related to vocational training.
- Ic. That eligibility for participating in the program should be based on local economic conditions as well as labor market information of the area.
- R6-- Funds and permanent authority be provided for the commissioner to make grants to State Boards of Vocational Education, and with approval of the State Board, to colleges and universities, and/or to public educational agencies to construct facilities and operate residential vocational schools.
- Ia. That environment and physical facilities be conducive to optimum learning potential.
- Ib. That adequate social and recreational facilities be available.
- R7-- The Act provide for at least 25 percent of the funds appropriated for allocation to the States to be used for the intent set forth in purpose (2), post-secondary schools, and (3), adult programs, of the Vocational Education Act of 1963.
- Ia. That length of such programs must be commensurate with the training required for productive employment.
- Ib. Institutions offering programs under this recommendation should accomodate students with a wide range of needs and abilities.
- R9-- It is recommended that the Act provide for the distribution of funds to the states on bases which will encourage increased enrollment, attendance, and improved performance.
- Ia. That an equitable formula be worked out so as not to penalize the states by circumventing their minimum foundation plan.
- R10-- It is recommended that the Act permit matching of the federal allotment on a statewide basis.

- Ia. The group agreed with this item and encourages states to help small counties and/or districts with lack of funds.
- R12-- It is recommended that the Act provide that salaries and expenses needed for the administration of vocational and technical education be included in the annual appropriation for this Act.
- Ia. The group agreed with this item providing it includes enough personnel to cope with the administrative details.
- R14-- The Act recognize the need and provide support for professional and paraprofessional staff recruitment, preparation, and upgrading at all levels, including leadership, administration, teacher education, and counseling and guidance, on a state, regional, and national basis.
- Ia. That provision be made for local administrators to develop pre-service and in-service training.
- Ib. That consideration be given to attracting persons from appropriate occupational areas, to seek employment in vocational-technical education.
- Ic. That vocational-technical graduates be employed as teacher assistants where feasible.
- R15-- Twenty-five percent of the funds appropriated for Title IV of the Higher Education Act of 1965 be set aside for opportunity grants for students interested in entering post-secondary technical and vocational programs.
- Ia. That funds should be used to encourage persons with the aptitudes and abilities that should be successful in vocational-technical programs.
- Ib. That the state vocational education branch should be responsible for administration of these 25% monies.
- R16-- Funds be authorized for pilot projects to study the feasibility of reimbursement to employers for unusual costs of supervision, training, and instruction of part-time cooperative students in publicly supported education.
- Ia. That pilot programs operate for a period of two years or less before in-depth evaluation.
- Ib. That programs be implemented only in areas where it is not feasible to utilize existing training facilities.
- R20-- The Act include within the definition of vocational education "pre-vocational" and "employability skills."

- Ia. That vocational personnel should be allowed to assist in a guidance program for elementary and junior high school pupils for orientation to the world of work and vocational opportunities.
- Ib. That elementary curricula include basic practical arts experiences.
- Ic. That junior high schools include practical arts curricula which are coordinated for ease in transition to vocational programs.

R22-- The definition of vocational education in the Act be expanded to include the responsibility of education for initial job placement and follow-up of persons who:

- A. Have completed or are about to complete a program of education;
- B. Require part-time employment to remain in school;
- C. Need work experience which is an integral part of an educational program.

- Ia. That a school placement service should be coordinated with the State Employment Service guidance counselors, instructors, and vocational education administrators.
- Ib. That where justifiable, on local level, a job placement director should be appointed.

R26-- A Learning Corps be established on a pilot basis to provide improved learning experiences for economically disadvantaged youth, particularly, inner-city youth. Such corps would arrange for young people to have the opportunity of living in selected homes in rural settings, small cities, and suburban communities and to enroll in local schools where skill development for employment would be a part of their educational program.

- Ia. That this system be utilized only when residential schools are not available.
- Ib. That teachers experienced in special needs instruction or personnel from the National Teacher Corps be utilized in this undertaking.

Additional Recommendations for Consideration:

1. Develop a teacher training program for potential vocational education teachers with flexibility to meet the increasing need for quality vocational teachers.
  - a. Evaluation to determine acceptable credits from technical programs for transfer into vocational teacher preparation programs should

be encouraged.

- b. Intern program for personnel from industry which will develop teaching competencies and allow matriculation as vocational instructors.
2. Place greater emphasis on short term, open end, vocational programs.
    - a. Funding to develop curriculum and teaching methods.
  3. Develop a state and national public relations program for vocational education.
    - a. Funding of state sponsored public relations effort reimbursable under federal acts.
  4. More emphasis should be directed toward increased efficiencies in guidance programs.
    - a. Funding available to college, state department, and local administrative units. Establishment of collegiate programs to train vocational guidance personnel.
  5. Stimulate in state departments of education increased efforts in leadership activities in program development.
    - a. Training requirements for all state staff positions in leadership activities on an organized basis which will give insight into all areas of vocational education.
    - b. Federal assistance for leadership materials and workshop activities.
  6. Consideration should be given to including private, profit-making schools in certain portions of the federal acts.
    - a. Innovative project applications may be reviewed.
    - b. Inclusion of work-study monies should be studied.
    - c. Programs for disadvantaged youth may be developed.

## Evaluation

Evaluation of the seminar was achieved through the participants' reaction to a pre- and post-questionnaire and to a five-point Stapel Scale (see Appendix J.) concerning the program content and techniques administered at various intervals throughout the seminar.

A post-seminar evaluation was conducted six months after completion of the seminar to assess immediate impact of the seminar on leadership and leadership development activities in the participant states. A mailed questionnaire was used.

## IV. RESULTS

The seminar was carried out as planned at the Donaldson Brown Conference Center, June 2-7, 1968. Thirty-four persons from twenty-one different states participated. (The name, title, and home state of each participant are included in Appendix B.) Each of the participants was involved in committee work and program assignments throughout the seminar.

There were 18 formal presentations by various representatives of the U. S. Office of Education, state departments of education, universities, and industry. (The names of resource speakers and their complete text are included in the Appendix.)

Each of the three committees developed a list of ideas and a plan of action for implementing the recommendations of the National Advisory Council on vocational-technical education.

The major outcome of the seminar was furthering the abilities of each participant so that he may function more effectively at his level of responsibility and be better able to conduct leadership development activities at the state and local levels.

## V. EVALUATION OF THE SEMINAR

This seminar was evaluated in terms of the general objectives and included both the conduct of the seminar--the techniques and processes--and the changes in participants--the product.

Four different instruments were used in the evaluation, in addition to personal observation: (1) Prior to registration each participant

completed a leadership task inventory for vocational and technical education. (2) Systematic scales were used to provide opportunities for participants to respond at various intervals while the seminar was in process. (3) End-of-seminar evaluation was obtained by an eight-point seminar reaction form which included an opportunity for free response. (4) A follow-up evaluation form was used with the participants six months after completion of the seminar.

The leadership task inventory measured the participants' degree of confidence in performing eleven basic tasks as a leader in local and state vocational-technical education. (See Table III.)

The Stapel Scale is a ten-point, non-verbal rating instrument ranging from +5 to -5 measuring both direction and intensity from an assumed zero point. The five items on the Scale were: (1) content clear, (2) my part participation, (3) value to me, (4) level of group interest, and (5) progress toward my goal. It was administered at seven logical breaks in the seminar. (See Table I.)

The end-of-seminar reaction form provided for nine responses on a five-point scale covering the major aspects of the seminar. (See Table II.)

The form used in the post-seminar six-month evaluation includes twelve areas of activities and responsibilities on which the seminar may have had impact in the judgment of the participant. This form was designed to determine whether the participants initiated changes in their program responsibility, or initiated new programs, activities, etc., as a result of their institute training. The responses to this form were analyzed and interpreted for use in planning further seminars.

#### Summary of Leadership Development Seminar Evaluation

The seminar must be judged as highly successful. All instruments indicate definite growth on the part of the participants. Rated high were the overall conduct of the seminar, the content of the presentations, group interest, individual value, degree of participation, and progress toward the goals.

Table I shows the results of the Stapel Scale which was administered at seven logical breaks in the seminar. The overall reaction was on the positive side. The seminar started out with a high rating, reached a low point toward the middle of the seminar and gained a higher rating toward the closing of the seminar.

Table II shows the mean score results of the end-of-seminar reaction form. The mean score was determined on the basis of a five-point scale with "5" indicating outstanding and "1" indicating very poor. The data indicate a highly favorable reaction.

Table III shows the mean score results of the pre-test leadership task inventory on vocational-technical education. The pre-test was administered prior to the start of the seminar.

In addition to the non-verbal findings, numerous favorable comments were received. The most commonly occurring included:

1. "The overall plan of the seminar was well thought out. The manner in which each session was conducted indicated logical development."
2. "A variety of techniques was used in order to involve all participants and opportunities were made available for each person to speak."
3. "Very helpful in providing directions for program improvement in home state."
4. "Has caused me to really examine my thoughts and opinions concerning vocational education operations."
5. "It has given me insight into a profession united in a common cause."
6. "I have a better understanding of the overall operation of vocational-technical education."
7. "Taught me how little I know and what I have to do to reach my goals and objectives and the techniques that can be used."
8. "I feel motivated toward setting up definite plans and goals for improving my area of vocational-technical education."
9. "Helped establish parameters for my particular aspect of vocational-technical education."
10. "I enjoyed the fellowship extended throughout the seminar and, most of all, the information and insight gained through participating will have lifelong effects on my work."

Suggestions for improvement must be considered in light of the overall favorable reaction. The suggestions mentioned most often included:

1. One night free toward the middle of the conference.
2. More opportunity to visit informally with the resource speakers and project staff.
3. More use of visual aids by resource speakers.
4. More discussion type presentations rather than resource speakers reading from a manuscript.
5. More explicit directions to planning groups. Assignments given prior to time of seminar.
6. More opportunity for sharing experiences and programs.
7. Evaluation should be made after each presentation rather than grouping sessions.
8. More suitable transportation arrangements.

# TABLE I

RESULTS OF THE STAPEL SCALE WHICH WAS ADMINISTERED  
AT SEVEN LOGICAL BREAKS IN THE SEMINAR

	I	II	III	IV	V	VI	VII
CONTENT CLEAR	3.41	1.52	3.61	1.81	3.31	2.17	2.03
MY PARTICIPATION	2.21	2.81	1.61	2.15	2.76	2.57	1.06
VALUE TO ME	3.21	2.57	3.33	1.10	3.41	2.40	2.12
LEVEL OF GROUP INTEREST	2.75	3.67	3.18	1.70	3.24	2.48	2.27
PROGRESS TOWARD MY GOAL	2.57	2.20	3.10	1.24	2.90	2.17	2.13

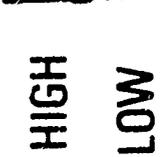
KEY  
 HIGH  
 LOW

TABLE II

MEAN SCORE RESULTS OF END-OF-SEMINAR REACTION FORM

Questions	Mean Score*
1. What is your overall rating of this seminar?	4.47
2. Did you feel the goals of the seminar were clear to everyone?	4.00
3. What progress do you think the group made?	3.63
4. How effective was the planning for this workshop?	3.83
5. Did the members of the group seem to contribute to the extent of their ability?	3.77
6. How effective was the leadership?	4.03
7. Did the overall atmosphere contribute to effective participation?	3.93
8. Did you participate in the workshop as much as you wanted to?	3.97

\* 5 = Outstanding    4 = Superior    3 = Average    2 = Poor    1 = Very poor

TABLE III

Mean Score Results: Leadership Task Inventory for  
Vocational-Technical Education.

Tasks to be performed	Degree of Confidence*
1. Planning for leadership development.	3.41
2. Interpreting recent vocational technical education legislation to educators and administrators.	3.03
3. Designing the evaluation of vocational-technical education programs.	3.22
4. Directing the planning of a state program for vocational-technical education.	3.03
5. Explaining the recommendations of the National Advisory Council on evaluation of vocational education.	2.60
6. Providing leadership for the implementation of the National Advisory Council's recommendations.	3.00
7. Explaining and coordinating the federal-state-local community roles in planning for vocational-technical education.	3.13
8. Informing the public of the role of vocational-technical education.	3.25
9. Identifying groups and individuals needing vocational-technical education.	3.53
10. Giving leadership to the development of curriculums for vocational-technical education.	3.25
11. Explaining and directing the use of advisory groups in vocational education.	3.22

\* Based on a scale of 5 for very high to 1 for very low.

## Summary of Post-Seminar Six-Month Evaluation

This evaluation was designed to determine the impact of the leadership development seminar on the activities and responsibilities of the participants.

The instrument was mailed to the 34 participants on December 1, 1968. The participants were instructed to list activities in which they participated and the nature of their participation since attending the Leadership Development Seminar in June of 1968.

Responses were received from 30 participants representing various fields of services and various levels of responsibility in vocational technical education. Each of the respondents indicated an increased degree of responsibility for initiating new programs. Several of the participants had assumed new positions of leadership since the seminar and others reported that they were actively involved in leadership responsibilities which were included in the seminar program.

Twelve numbered categories in which the activities are grouped were taken directly from the post-seminar six-month evaluation instrument. The items under the 12 categories are illustrative of the kinds of activities in which the participants were involved during the six-month period.

1. Planning and/or conducting leadership development programs:
  - a. Planned state conference for supervisors of the various fields of service in vocational and technical education.
  - b. Planned 1969 State Trade Industrial Summer Conference.
  - c. Planned and conducted leadership program for directors of private trade and technical schools.
  - d. Served as co-chairman for summer leadership development conference for state staff personnel.
  - e. Planned in-service training programs for local directors.
  - f. Conducted workshop activities for trade and industrial education teachers concerning leadership development and chapter management in VICA.

- g. Conducted a three-day workshop on administrative responsibility for new vocational guidance personnel.
  - h. Conducted a two-day orientation program for new student personnel workers in the public schools.
  - i. Served as coordinator for two-week guidance seminar for local school counselors.
  - j. Served as coordinator for state leadership conference.
  - k. Served as coordinator for the state Vocational Occupational Training Conference.
  - l. Served as coordinator for professional growth week conference for agricultural education.
  - m. Planned and conducted a summer conference for coordinators of admissions and student personnel services.
  - n. Planned and conducted a two-day series of meetings for business education field staff.
  - o. Served as coordinator for youth group leadership program.
  - p. Served as coordinator and evaluator for the states young and adult farmer instructor's conference.
  - q. Planned and conducted monthly meetings of MDTA supervisors and counselors.
2. Interpreting recent vocational and technical education legislation to educators and administrators:
- a. Discussed legislation with area school coordinators and state department supervisors.
  - b. Discussed legislation with school superintendents, principals, and school board members.
  - c. Presented summary of the vocational act at local directors conference.
  - d. Served as chairman to six committees studying recent vocational legislation.

- e. Spoke at vocational and technical institute for deans of students.
  - f. Served as legislative chairman of the Connecticut Vocational Association and responsible for interpreting and distributing legislative information.
  - g. Served as panel discussion leader on program for Georgia Vocational Association Conference.
  - h. Served as consultant for national seminar on "Agricultural Occupations Program Development in Area Vocational Schools."
  - i. Spoke at conference for school counselors.
  - j. Discussed legislation with classroom teachers.
  - k. Discussed vocational legislation at five Business Education Departmental Chairman Conferences.
  - l. Discussed vocational legislation at the distributive and business education state conferences.
  - m. Spoke at State Home Economics Teachers Annual Conference.
  - n. Participated in trade and industrial teacher in-service training programs.
3. Designing the evaluation of vocational-technical education programs:
- a. Served as an evaluator of all vocational and technical programs in the state.
  - b. Developed evaluation report form which is completed during each visit to local schools.
  - c. Evaluated each course offered in vocational schools prior to granting approval.
  - d. Served as team leader for evaluation of area vocational schools.
  - e. Assisted with the development of evaluation criteria on the enrollment and counting method used in vocational education.

- f. Evaluated the "worth and effect" of our one-year pilot program on pre-vocational experiences.
  - g. Served as chairman of an evaluation committee with responsibility of writing evaluation guidelines for VEA programs in Connecticut.
  - h. Served on the state committee for evaluation of day trade and cooperative programs.
  - i. Spoke on evaluation at the National Seminar on "Agricultural Occupations Program Development in Area Vocational Schools."
  - j. Served as a consultant to vocational guidance staff on developing an instrument and appropriate procedures for evaluating vocational guidance services in local schools.
  - k. Co-author of "Criteria for the Evaluation of Business Education Programs."
  - l. Served as an evaluator of the East-Tennessee MDTA program.
4. Directing the planning of a state program for vocational and technical education:
- a. Planned and directed activities of area school vocational technical education programs.
  - b. Served as coordinator of the activities of state consultants who are responsible for approving local programs.
  - c. Involved in planning statewide programs for persons with special needs in the area of vocational education.
  - d. Served as member of a three-man administrative team responsible for developing new curriculum and subject offerings in vocational technical education.
  - e. Planned all post-high school vocational agriculture programs in state.
  - f. Assigned to program budget planning for the next 3-5 years.
  - g. Planned the state business education program.

- h. Prepared new legislation proposals relative to private vocational schools.
5. Explaining the recommendations of the National Advisory Council on Evaluation of Vocational Education:
- a. Discussed recommendations on individual and small group basis during meetings of superintendents, local directors, and principals.
  - b. Interpreted recommendations to state legislators.
  - c. Discussed recommendations with local civic groups, advisory committees and trade associations.
  - d. Spoke to private vocational school personnel and groups of counselors in public schools.
  - e. Discussed recommendations with business education staff.
  - f. Discussed recommendations with guidance and student personnel of the State Vocational Association.
  - g. Distributed copies of the summary and recommendations to all interested and concerned people in our state.
  - h. Included in part of presentation to area school coordinators and state department supervisors.
6. Providing leadership for the implementation of the National Advisory Council's recommendations:
- a. Served as chairman of a committee appointed by the State Director to plan in-service programs in the state regarding the Council's recommendations.
  - b. Discussed possible projects and proposals with coordinators of student personnel and with state department leaders.
  - c. Developed a proposal for residential schools and land laboratories which may serve disadvantaged youth.
  - d. Served as state resource person for local advisory councils.

- e. Served as coordinator for special education personnel and vocational rehabilitation personnel to implement Council recommendations.
  - f. Developed a proposal to organize federated youth group training for agriculturally related occupations.
7. Explaining and coordinating the Federal-state-local community roles in planning for vocational technical education:
- a. Coordinated the planning for area vocational high schools.
  - b. Participated in developing a state master plan for vocational technical education which involves all sectors of the public.
  - c. Provided consulting services to area and local school personnel in vocational technical education.
  - d. Supervised and coordinated the activities of a ten-man field staff, whose function is to provide service to local school districts.
  - e. Engaged in accumulating and distributing information through the RCU concerning Federal-state-local community roles.
  - f. Served as consultant to new districts to explain total picture of vocational technical education.
  - g. Served as coordinator of statewide programs for persons with special needs which involves explaining and determining various roles on Federal, state and local levels.
  - h. Employed part-time at eight different newly organized vocational school districts.
  - i. Coordinated vocational and technical programs at the local level.
8. Informing the public of the roles of vocational technical education:
- a. Represented the division of vocational education to discuss present positions and future plans through various news media.
  - b. Provided teachers with information on vocational technical education for use in local news media.

- c. Conducted an "open house" program for guidance counselors, school administrators and the general public.
  - d. Spoke at area vocational technical school ground breaking ceremonies.
  - e. Coordinated weekly news items for local newspaper.
  - f. Prepared a 100-foot color film giving an overview of the activities of business education.
  - g. Authored regular articles for the RCU Quarterly Newsletter.
  - h. Spoke at various labor union and trade association meetings.
  - i. Authored articles for the Pennsylvania Business Education Newsletter.
  - j. Authored articles appearing in weekly newspaper.
  - k. Addressed service clubs, PTA and civic organizations.
  - l. Cooperated with state department public relations personnel on the development of stories, articles and news releases through television, service clubs and newspapers.
9. Identifying groups and individuals needing vocational technical education:
- a. Worked with the State Employment Service regarding pre-vocational testing program in public schools.
  - b. Worked with Manpower Training Programs, labor unions, Neighborhood Youth Corps, welfare groups, and vocational rehabilitation officials.
  - c. Conducted meetings with the state department personnel in special education.
  - d. Conducted meetings with Adult Basic Education personnel to exchange information on individuals needing vocational technical education.

- e. Consulted with guidance personnel and representatives of minority groups.
  - f. Served as coordinator of curriculum planning for the "out of the main stream" youth.
  - g. Assisted by aiding local guidance counselors identify students who need vocational education through the use of tests.
10. Giving leadership to the development of curriculums for vocational technical education:
- a. Served as chairman of educational program Review Committee which reviews the recommendations to local educational curriculum development groups.
  - b. Served as a member of the state commission on curriculum improvement.
  - c. Served as a consultant to local schools on curriculum development.
  - d. Developed a proposal to obtain funding for curriculum development projects at the university and local school level.
  - e. Served as coordinator of local school curriculum development.
  - f. Planned course of study for day trade programs and adult night school trade extension classes.
  - g. Assisted the state personnel in developing curriculums for apprenticeship related instruction.
  - h. Co-authored "Guidelines for Organizing and Administering a Co-operative Business Education Program."
  - i. Initiated courses for young and adult farmer instructors at the state university.
  - j. Served as coordinator for curriculum development in business education at the state level.
11. Explaining and directing the use of advisory groups in vocational technical education:

- a. Discussed advisory committees at state leadership conference.
  - b. Conducted in-service programs on use of advisory groups.
  - c. Served as coordinator of seventeen advisory committees associated with local schools.
  - d. Spoke at principals meeting to discuss the function and use of lay citizen advisory committees.
  - e. Provided assistance to private vocational schools in establishing advisory councils.
  - f. Arranged for workshop on advisory councils for state guidance coordinators.
  - g. Served as resource person for the establishment of advisory groups.
  - h. Provided assistance relating to advising councils to all local schools.
  - i. Discussed advisory committees at state business education staff conference.
  - j. Organized a new advisory committee on conservation.
12. Directing or advising regarding vocational research programs:
- a. Served as resource person for research program at the state university.
  - b. Directed a plan for researching predictive factors in success at vocational institutes.
  - c. Advised persons implementing research through on-site visitation.
  - d. Conducted studies for universities and private organizations regarding vocational programs.
  - e. Served as evaluator for research programs on vocational education.
  - f. Served as consultant to the division research review committee.

- g. Directed research in data processing and general business.
- h. Implemented several pilot research programs for persons with special needs in vocational education areas.
- i. Worked with a systems approach for developing educational curriculum for local school districts.
- j. Cooperated with the state RCU on statewide research projects.
- k. Developed an instrument to determine the needs in the forest industry of our state.
- l. Interpreted recent leadership development research study for youth organizations.

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VII. APPENDICES

Appendix A.

Letter to State Directors:

April 9, 1968

Dear State Director (name):

We are pleased to inform you that the University of Maryland has been awarded a summer institute proposal for a leadership development seminar, subject to final negotiation. There are to be thirty participants representing the thirty eastern states. The seminar is scheduled for the dates of June 2 to 7, 1968.

In order to facilitate the meeting of program deadlines, we are inviting you to nominate one or more members of your staff to participate in the seminar.

The seminar program is designed for state staff members with comprehensive responsibilities for more than one field of service. Specific topical information is provided on the enclosed program outline. Current educational needs, major areas of concern and topics for the seminar series were identified by the project staff through appropriate conference techniques involving selected personnel representing the Program Planning and Development Branch, DVTE, Office of Education; selected participant-consultants; and selected leaders from various levels of vocational-technical education activity.

Allowances will be paid for participant travel costs for one round trip between each participant's home and the Donaldson Brown Conference Center at 10 cents per mile by private transportation or the most economical air or rail by common carrier, whichever is less. Air travel arrangements will be made by the Suburban Trust Company Travel Service. Room and board will be provided at the Donaldson Brown Conference Center.

The enclosed nomination forms are provided for your convenience in securing and submitting your nominations. One person will be accepted from each state submitting nominations. Alternate nominations are solicited with selections to be made on a space-available basis. Please indicate the order in which you would like to have selections made from nominations submitted. Nominations should reach us by April 29.

We are looking forward to having members of your staff with us for the seminar and are confident their wholehearted participation will be a very rewarding and beneficial experience.

Yours truly,

Clodus R. Smith  
Project Director

CRS/rf  
Enclosures

PROJECT STAFF

Project Director

Dr. Clodus R. Smith, Associate Professor of Agricultural and Extension Education, and Director of the Summer School, University of Maryland.

Responsibilities: Direct, supervise, and coordinate the initiation, planning, conducting, and evaluation of the Leadership Development Seminar.

Associate Project Director

Dr. Alfred H. Krebs, Professor of Agricultural and Extension Education, University of Maryland.

Responsibilities: To provide general supervision of instructional activities, assist in the selection of consultants, arrange for evaluation of learning activities, provide leadership for the development and distribution of seminar reports and assist in the direction, supervision and coordination of the seminar.

Program Assistant

Larry G. Selland, State Supervisor of Agri-Business Programs, North Dakota Vocational Education Department.

Responsibilities: Assist the project and associate project director with program activities, assist consultants and guest speakers with their presentations, plan and conduct a system for obtaining a record of the seminar activities, and assist with preparation of seminar reports.

Secretary

Mrs. Dixie S. Palmer

Responsibilities: To provide secretarial and clerical assistance, including the coordination of participant selection, arranging travel, maintaining record of expenditures, preparing summaries for project director's information and use, composing correspondence and memos, and maintaining a project file.

Secretary

Miss Susan Strok

Responsibilities: Providing secretarial and clerical assistance in compilation and typing of project final report.

## PARTICIPANTS

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<u>Name</u>	<u>State</u>	<u>Title</u>
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## S E M I N A R   P R O G R A M

## LEADERSHIP DEVELOPMENT SEMINAR IN VOCATIONAL-TECHNICAL EDUCATION

The Donaldson Brown Conference Center  
University of Maryland  
June 2-7, 1968

Conference Theme: Identifying and Developing  
Leadership Roles in Vocational-Technical Education

Sunday, June 2, 1968

5:00 p.m. - 9:30 p.m.                      REGISTRATION                      Main Entrance  
Foyer

Monday, June 3, 1968

8:15 a.m. - 8:30 a.m.                      REGISTRATION                      South Gallery

OPENING GENERAL SESSION

8:30 a.m. - 9:15 a.m.                      Conference Room

Chairman:                      Clodus R. Smith, Project Director

Greetings:                      Frank L. Bentz, Vice President  
University of Maryland

Introduction of Conference

Staff:                      Clodus R. Smith

Purpose and Plan of  
Conference:                      Alfred H. Krebs, Associate Project Director  
and Sherrill McMillen, Director, Program  
Planning and Development Branch, Office of  
Education

9:15 a.m. - 10:30 a.m.                      Conference Room

Topic:                      THE ROLE OF VOCATIONAL EDUCATION IN THE  
WORLD OF WORK

Resource Person:                      Leon P. Minear, Director, Division of  
Vocational and Technical Education, Office  
of Education

Technique:                      Open Discussion

10:30 a.m. - 10:45 a.m.                      Break                      Dining Area

SESSION II

10:45 a.m. - 12:00 noon

Conference Room

Chairman:

Alfred H. Krebs

Topic:

EXPECTATIONS OF THE ADVISORY COUNCIL  
ON VOCATIONAL AND TECHNICAL EDUCATION

Resource Person:

Leonard H. Rosenberg, President  
Chesapeake Life Insurance Company,  
Baltimore, Md., Member of the Advisory  
Council on Vocational Education, 1968

Technique:

Discussion Directed by The Chairman

12:00 noon - 1:00 p.m.

Lunch

Dining Area

SESSION III

1:00 p.m. - 2:45 p.m.

Conference Room

Chairman:

Clodus R. Smith

Topic:

PLANNING STATE PROGRAMS OF  
VOCATIONAL-TECHNICAL EDUCATION

Resource Person:

Sherrill McMillen, Director, Program  
Planning and Development Branch, Division  
of Vocational-Technical Education

Technique:

Question Cards

2:45 p.m. - 3:00 p.m.

Break

Dining Area

SESSION IV

3:00 p.m. - 4:30 p.m.

Conference Room

Chairman:

Alfred H. Krebs

Topic:

CONCEPTS OF LEADERSHIP

Resource Person:

James W. Longest, Associate Professor,  
Extension Education, University of Maryland

Technique:

Listening Team

SESSION V

7:30 p.m. - 9:00 p.m.

Conference Room

Chairman: Alfred H. Krebs and Larry G. Selland

Planning Group  
Assignments:

- (1) Identifying Leadership Roles of Vocational-Technical State Staff Members
- (2) Developing Plans for Implementing Recommendations of the Advisory Council on Vocational Education, 1968

Tuesday, June 4, 1968

SESSION VI

8:30 a.m. - 10:15 a.m.

Conference Room

Chairman: Clodus R. Smith

Topic: CASE STUDY OF STATE  
LEADERSHIP DEVELOPMENT

Resource Person: John A. Beaumont, Chief of Service  
Branch, Division of Vocational-Technical  
Education, Office of Education

Technique: Participant Reactors

10:15 a.m. - 10:30 a.m.

Break

Dining Area

SESSION VII

10:30 a.m. - 12:00 noon

Conference Room

Chairman: Clodus R. Smith

Topic: AN EXPERIMENTAL PROGRAM OF LEADERSHIP  
DEVELOPMENT FOR THE SUPERVISION AND  
ADMINISTRATION OF VOCATIONAL AND  
TECHNICAL EDUCATION

Resource Person: Ralph C. Wenrich, Professor of  
Vocational Education, University of  
Michigan

SESSION VII CONTINUED

Technique: Reactor Panel  
12:00 noon - 1:15 p.m. Lunch Dining Area

SESSION VIII

1:15 p.m. - 2:15 p.m. Conference Room

Chairman: Alfred H. Krebs

Topic: NEW DEVELOPMENTS IN VOCATIONAL-  
TECHNICAL EDUCATION

Resource Person: Lane C. Ash, Assistant Director  
Division of Vocational-Technical  
Education, Office of Education  
Chairman of Office of Education  
Team of Consultants

Technique: Listening Team  
2:15 p.m. - 2:30 p.m. Break Dining Area

CONTINUATION OF SESSION VIII

2:30 p.m. - 4:30 p.m. Conference Room

SESSION IX

7:30 p.m. - 9:30 p.m. Conference Room

Planning Group Meetings

Wednesday, June 5, 1968

SESSION X

8:30 a.m. - 10:15 a.m. Conference Room

Chairman: Clodus R. Smith

Topic: THE E.S. 70 CURRICULUM PROJECT

Resource Person: Duane M. Nielsen, Director, Organization  
& Administration Studies Branch, Division  
of Comprehensive & Vocational Research,  
Office of Education

SESSION X CONTINUED

Technique: Listening Team  
10:15 a.m. - 10:30 a.m. Break Dining Area

SESSION XI

10:30 a.m. - 12:00 noon Conference Room

Chairman: Larry G. Selland

Topic: CHARACTERISTICS OF PERSONS WITH SPECIAL NEEDS

Resource Person: James W. Warren, Jr., Program Officer,  
Division of Vocational-Technical  
Education, Region III, Charlottesville, Va.

Technique: Buzz Session  
12:00 noon - 1:15 p.m. Lunch

SESSION XII

1:15 p.m. - 2:45 p.m. Conference Room

Chairman: Alfred H. Krebs

Topic: STATE VOCATIONAL-TECHNICAL EDUCATION  
RESEARCH AND EVALUATION PROGRAMS

Resource Person: Herbert Righthand, Director, Research  
Coordinating Unit, Connecticut State  
Department of Education, New Haven

Technique: Question Cards  
2:45 p.m. - 3:00 p.m. Break Dining Area

SESSION XIII

3:00 p.m. - 4:30 p.m. Conference Room

Chairman: Clodus R. Smith

Topic: THE APPALACHIAN CENTER PROGRAM ON  
LEADERSHIP DEVELOPMENT AND VOCATIONAL  
EDUCATION

SESSION XIII CONTINUED

Resource Person: Ernest J. Nesius, Director of Cooperative Extension Service and Vice President of Appalachian Center, University of West Virginia

Technique: Participant Reactors

SESSION XIV

7:30 p.m. - 9:30 p.m. Conference Room

Planning Group Meetings

Thursday, June 6, 1968

SESSION XV

8:30 a.m. - 10:00 a.m. Conference Room

Chairman: Alfred H. Krebs

Topic: IMPLICATION OF THE ADVISORY COUNCIL'S RECOMMENDATIONS ON STATE PROGRAMS AND PLANS

Resource Person: Edwin L. Rumpf, Director, State Vocational Services Branch, Division of Vocational and Technical Education, Office of Education

Technique: Open Discussion

10:00 a.m. - 10:15 a.m. Break Dining Area

SESSION XVI

10:15 a.m. - 12:00 noon Conference Room

Chairman: Otto Legg, Assistant Director, Program Planning and Development Branch, Division of Vocational and Technical Education, Office of Education

Topic: PREPARING FOR STATE PROGRAM PLANNING, BUDGETING AND EVALUATION ACTIVITIES

SESSION XVI CONTINUED

Resource Persons:

Standard Terminology for Local and State School Systems

W. Dale Chismore, Specialist, Educational Records and Reports, Division of Data Analysis and Dissemination, NCES

Taxonomy of Occupational Titles and Instructional Program

Emanuel Weinstein, Occupational Analyst, Division of Vocational and Technical Education, Office of Education

Local School Planning and Budgeting by Activity

Allen R. Lichtenberger, Chief, Terminology Computability Branch, Division of Statistical Operations, NCES

Technique:

Participant Panel and Open Discussion

SESSION XVII

1:00 p.m. - 2:30 p.m.

Conference Room

Chairman:

Clodus R. Smith

Topic:

THE UTILIZATION OF ADVISORY GROUPS FOR VOCATIONAL EDUCATION

Resource Person:

Samuel M. Burt, Senior Project Officer  
The W. E. Upjohn Institute for Employment Research, Washington, D. C.

Technique:

Shadow Panel

2:30 p.m. - 2:45 p.m.

Break

Dining Area

SESSION XVIII

2:45 p.m. - 4:30 p.m.

Conference Room

Chairman:

Clodus R. Smith

Topic:

PUBLIC INFORMATION FOR STATE DEPARTMENT OF VOCATIONAL EDUCATION PROGRAMS

Resource Person:

Jarrot A. Lindsey, Jr., Public Information Officer, Georgia State Department of Education, Atlanta

SESSION XVIII CONTINUED

Technique: Reactor Panel

SESSION XIX

7:30 p.m. - 9:30 p.m.

Conference Room

Planning Group Meetings

Friday, June 7, 1968

SESSION XX

8:30 a.m. - 10:00 a.m.

Conference Room

Chairman: Alfred H. Krebs

Topic: Planning Group Reports

Resource Persons: Planning Group Leaders

10:00 a.m. - 10:15 a.m.

Break

Dining Area

10:15 a.m. - 11:30 a.m.

Conference Room

Continuation of Planning Group Reports

SESSION XXI

11:30 a.m. - 12:00 noon

Conference Room

Chairman: Alfred H. Krebs

Topic: CONFERENCE SUMMARY AND EVALUATION

Resource Persons: Clodus R. Smith and  
Einar R. Ryden, Professor, Extension  
Education, University of Maryland

SESSION XXII

12:00 noon - 2:30 p.m.

Conference Room

Chairman: Clodus R. Smith

Topic: VOCATIONAL LEGISLATION

SESSION XXII CONTINUED

Resource Person:

Lowell A. Burkett, Executive Secretary  
American Vocational Association, Inc.  
Washington, D. C.

- ADJOURNMENT -

Orientation to Planning Groups

Three Planning Groups have been identified. The purposes of the "Planning Groups" activity are to:

1. Provide an opportunity for participants to relate seminar content to National Advisory Council recommendations in terms of their own state situations.
2. Provide an opportunity for participants to test ideas and plans for development of vocational education against the thinking of other leaders in the field.
3. Develop a list of ideas for implementing the Advisory Council recommendations for consideration in the various participating states.
4. Develop some specific plans of action for implementing the Advisory Council recommendations which the various states may consider for use.

The focus of the "Planning Group" activity is the report of the National Advisory Council on Vocational Education. To facilitate the work of the groups, each participant has been provided with a copy of the complete Council report. In essence, each "planning group" is to interpret the content of the seminar presentations in terms of concepts and plans for state action to implement the recommendations of the Advisory Council.

The first responsibility of each "Planning Group" will be to organize itself for action. To that end, each group will need to:

1. Select a chairman.
2. Select a recording secretary.
3. Select an assistant for the recording secretary.

After getting organized, the "Planning Groups" will be ready for action. Each group is free to make its own decisions regarding specific member responsibilities. The following factors should be considered by each group in approaching the assignment:

1. The content of the seminar may not focus in on each of the 26 Council recommendations. It will be necessary to identify content with recommendations to which the content has application.
2. The assignment for each group is the same. Each group is to relate all seminar content to Council recommendations. Plans may, and probably should, extend beyond seminar topics.
3. The outcome or result of "Planning Group" effort is to be specific plans for state action of whatever detail seems appropriate. It is

also anticipated that a list of "ideas" will result which the groups will not have time to develop. Plans for action and ideas may be for leadership development activity, state program development, for local program development, for work with state and federal agencies, for public information activity, or for any of the many aspects of the development of vocational education in its broadest meaning.

4. A report is to be prepared by each group for presentation to all participants on Friday morning. Each group will have approximately 45 minutes in which to present its report and answer questions in relation to the report.

5. A written report for use in preparing the report of the seminar is to be provided by each group. This report should consist of (a) a list of undeveloped ideas and (b) the outlines of plans for action. Each group should keep in mind that the extent of detail for the plans for action will vary depending on the nature of the idea being developed and the need for information.

In summary, each group should keep in mind that this is no idle exercise based on a hypothetical situation. The National Advisory Council evaluation was real; the recommendations of the Council are real; each participant will be returning to a real situation. The ideas and plans for action should reflect the kind of thought and planning that will be of such quality that each participant will present them to his own state staff for serious consideration.

Committee 1.

1. Joseph D. Tommie, Director of Vocational Education, Bessemer, Alabama.
2. James H. Marlowe, Director of Student Personnel Services, North Georgia Technical-Vocational School, Clarkesville, Georgia
3. Harlan E. Giese, Chief, Technical and Trade and Industrial Education, Vocational Education Branch, Department of Public Instruction, Des Moines, Iowa
4. Nurham O. Warwick, Supervisor of Special Needs, Division of Vocational Education, N. C. State Department of Education, Raleigh, North Carolina
5. Donald R. Amriott, Director, Private Trade and Technical Schools, Division of Vocational Education, N. J. State Department of Education, Trenton, New Jersey
6. Kenneth A. Swatt, Business Education Adviser, Department of Public Instruction, Harrisburg, Pa.
7. Edward Duffy, Guidance Counselor, R. I. Vocational-Technical School, Providence, Rhode Island
8. Doyle E. Beyl, Supervisor, Agricultural Education, Post High School, Wisconsin State Board for Adult, Vocational & Technical Education, Madison, Wisconsin
9. Norbert J. Mattelka, Program Officer, Manpower Development and Training, U. S. Office of Education, HEW, Chicago, Illinois
10. Donald J. Bostwick, Associate, Bureau of Manpower Development, New York State Education Department, Albany, New York
11. Marshall O. Tetterton, Assistant Supervisor Industrial Education, State Board of Education, Richmond, Virginia

Chairman of Committee: Harlan E. Giese

Committee 2.

1. Francis E. Woods, Manpower Coordinator, State Department of Education, Hartford, Connecticut
2. Dr. Russell J. Mercer, State Supervisor, Business and Office Education, State Department of Education, Atlanta, Georgia
3. Alfred A. Redding, Assistant Director, Division of Vocational-Technical Education, State Board of Vocational Education and Rehabilitation, Springfield, Illinois

- b. Anthony V. Cipriano, Assistant Director, MDTA, Bureau of Vocational Education, Boston, Massachusetts
5. Lawrence B. Twitchell, Coordinator of Admissions and Student Personnel Services, N. H. Vocational Institute, Berlin, New Hampshire
6. James Cronin, Program Officer, Manpower Development and Training, Boston, Massachusetts
7. William C. Bartholomew, Advisor, Technical-Industrial Education, Department of Public Instruction, Harrisburg, Pennsylvania
8. George O. Smith, Jr., State Supervisor of Vocational Guidance, State Department of Education, Columbia, South Carolina
9. Clifford H. Zenor, Supervisor of Curriculum, 137 East Wilson St., Madison, Wisconsin
10. Raymond F. Faucette, Supervisor, Agricultural and Specialist Needs, State Department of Education, Little Rock, Arkansas
11. John E. Miller, Assistant Superintendent, Queen Anne's County, Centreville, Maryland

Chairman of Committee: Alfred A. Redding

Committee 3.

1. Charles J. Bertagna, Research Consultant, State of Connecticut, Department of Education, Hartford, Connecticut
2. Alex F. Carney, MDT Program Officer, U. S. Office of Education, HEW, Atlanta, Georgia
3. James W. Smith, Coordinator, Program Services Unit, Division of Vocational and Technical Education, Board of Vocational Education and Rehabilitation, State of Illinois, Springfield, Illinois
4. Ghernot L. Knox, Assistant Director, Vocational Education Bureau, Boston, Massachusetts
5. Edward F. O'Sullivan, Coordinator of Admissions and Student Personnel Services, N. H. Vocational Institute, Portsmouth, New Hampshire
6. Charles B. Dygert, Consultant - Apprenticeship Training State Advisor - Vocational Industrial Clubs of America, Ohio Association, Columbus, Ohio
7. G. Stuart Douglas, Area Coordinator, Chariho Vocational-Technical Regional High School, Wood River Junction, Rhode Island

8. W. E. Kizer, Assistant Supervisor, Trade and Industrial Education,  
State Department of Education, Columbia, S. C.
9. Louis H. Loudermilk, Program Specialist, Business, Office, and Dis-  
tributive Education, Bureau of Vocational-Technical,  
and Adult Education, State Capitol Building,  
Charleston, West Virginia
10. Dale A. Hughey, State Coordinator, Area Vocational-Technical Education,  
Stillwater, Oklahoma
11. Robert M. Forster, Director, Norfolk Vocational-Technical Center,  
Norfolk, Virginia
12. Cas F. Heilman, Institute Director, Division of Vocational Education,  
Oregon State University, Corvallis, Oregon

Chairman of Committee: Dale A. Hughey

Text of Presentations

## The Role of Vocational Education in the World of Work

Dr. Leon P. Minear

You are here studying the problems of leadership in vocational-technical education. Certainly at no other time in the history of American education have we needed leadership more in this area than at the present.

The governors of the United States are concerned that education is not moving forward and their concern is focusing more and more on technical-vocational education. In your particular state you would probably say that we could correct this if we had a little more money; but the governors, the legislators, the Congress, and men and women of the United States are not convinced that more of the same kind of vocational and technical education is the answer we need. More of the same kind is not the answer. As a matter of fact, in the recent strife and turmoil in our collegiate institutions and the fallout in secondary institutions we're beginning to see very forcefully that while education may be acceptable for those of us who came through the academic routine, it is not meeting the needs of all students. There is a vast number of young people who do not graduate from college, who are not in vocational-technical programs and for which academic education has only one purpose and that is more academic education. The Congress of the United States says we must have major realignment in public education.

We still have in this country about 33% of the students who do not graduate from high school and of those who go to college most of them do not graduate. It is redundant to say that most of the young people who leave our school systems are not prepared to go to work or are at best prepared only on a marginal basis. How do we take and redirect the educational system of America to take care of the problems that are being pointed out to us?

If you take a look at the Smith-Hughes Program of 1917 and follow vocational education from that time to Franklin Roosevelt's days of the presidency, you will find what probably was never meant to be in American education. That is, a highly structured monolith with centralized control from Washington in vocational-technical education. In 1933, vocational education was put under the Office of Education and up to that time it was on par with the Office of Education as a separate office. At this same time, the Federal Board for Vocational Education in 1964 and until the NDEA Act of 1957, we found we still had a very strong vocational program, but a relatively weak U.S. Office of Education.

With the passage of Public Law 8910, the Commissioner of Education had for the first time massive sums of money. As the U.S. Office of Education has begun to develop, with the money it has, the kinds of control and strength that it is now developing, especially in the fields of research and innovation, the division of Vocational Education has not been able to

keep step because it doesn't have the kinds of funding it used to have. It was soon decided that the office of education should begin to regionalize; this led to the establishment of the nine regions of the U. S. Office of Education. Vocational education was one of the first programs to be decentralized through these regional offices. We now have operating through these regional offices research coordinating units, Manpower Development Training programs, and a number of vocational functions that used to be highly centralized.

Unlike the pluralistic society that America is, vocational education needs to have the inputs all across the land of the state directors, the state departments, various research units, various universities, and various schools of education because we all know as we look and study comparative education that the European system of education, a monolithic system, has not fared very well.

Now the leadership challenge that we face in vocational education is to determine how these bits and pieces that are still being formed provide a common set of goals, a common philosophy, a common framework. Can we do the job as well as we did it in the old days under the Federal Board for Vocational Education? I think we can. We can, providing we can find some way to stimulate the thinking of individuals on a professional basis and not depend on the U. S. Office of Education and a Division of Vocational-Technical Education for all the leadership.

The kind of vocational-technical education programs that were developed in a bygone era are the kind we have today, and this is the reason for the Office of Economic Opportunity. It is the reason for a lot of other experimental, rather exotic kinds of education that are developing all around vocational education. Had we been on our toes and not been dependent on the prior leadership role of the U. S. Office, which had so positively asserted its responsibility for determining the role of vocational education, we might be running these programs. And we might be having the kinds of enrollment that Secretary Cohen mentioned the other day when he said, "We've simply got to find a way to increase enrollment in vocational-technical education by a million enrollees in each of the next succeeding years." He said, "We've got to find a way to try and get guidance vocationally oriented all the way down to the third and fourth grade and quit hiding our heads in the sand."

The academic high school which exists in most of the communities of America is a hand-me-down which is not effective and is not relevant for today's society excepting for those youngsters who have the kind of academic brilliance which puts them in the University or at some kind of an academic institution which demands this as a prerequisite. The Office of Economic Opportunity would be almost the first to say, "They would not exist if we could orient ourselves and find the kind of program we should have."

What I am saying to you gentlemen is that vocational-technical education

as we know it and as we commonly practice it is very good. It is doing an excellent job for the things and purposes for which it was designed. It was never designed for the other kind of youngster. This is the problem that is being handed to the leadership of vocational-technical education in America today. The problem is seeing beyond our present programs outside of these programs. Yes, it is a problem of developing and perfecting the programs we have, but more than this, of extending the boundaries of vocational-technical education to take care of the many millions of youngsters who are not in the fine programs we now have and of finding the kinds of training in educational programs that fit and make education relevant for these kids.

Indeed, we have to get into some other areas of vocational-technical education or new institutions will be developed to handle the task. Education does not normally move or change by revolution. It changes by evolution--a little bit at a time. It evolves from what we have; you change it a little bit. Only in times of great crises have we had educational revolution. I submit to you that if we are not now in an educational revolutionary situation, we must be at the threshold of it because Congress is no longer happy and satisfied in providing educational programs of the Smith-Hughes, George-Barden type.

So vocational-technical education leadership, if it's going to accept the challenge that the Congress and the people of America are throwing at it, is going to have to be a type of leadership that finds a way of breaking out, of trying new ideas, of developing what perhaps should be called some parallel system of educating people.

The structure of the federal office, the state departments, and usually the local unit is such that personnel tend to think of only that vocational education program which is Federally reimbursable. This is a problem and a severe one in leadership in vocational-technical education because if you can't get it reimbursed, you're usually saying, well, we can't do anything with that program. It's in the area of non-reimbursable vocational-technical education as the current law exists, and as the usual state plans exist, that we have the need for our greatest leadership and in which the opportunity for leadership is the greatest.

We have as yet failed to capitalize on the kinds of vocational-technical education programs that we know are necessary and available in industry and in the military. We have almost billions of dollars in materials, publications, overlays, slides, and mockups, that are available through the Navy, Army, Air Force, and Marine Corps. Many of the courses they teach are identical to the ones we teach. The leadership in American vocational education needs to tap these resources. The Office of Education has a program going with one of the regional laboratories to try and get all of this material. Ultimately, we will be putting out statements as to where this material is, what is available, and some kind of assessment of its worth.

Leadership in vocational-technical education in this country is

desperately needed but in my opinion, not on a centralized basis. It's needed in the state departments of education. It's needed from the colleges and universities. It's needed from the local school districts. There needs to be a re-orientation of the secondary schools, of the junior high schools, and of the senior high schools, primarily, in this country to bring them into major focus with the world of work.

The vocational education leadership in the past has been one of reacting to problems. Something happens so we do something about it. The vocational education leadership in the future needs to be one of positive direction and action. With the training you people have had, with your backgrounds, with the kinds of colleges and universities and state departments we have in America, we need to have ideas bolting up all over the country regarding new and innovative programs rather than programs that are kind of trickling down from Washington. I think the challenge in American education today is a need for re-orientation of education to become a more relevant kind of an activity, and when we start talking about relevancy, the vocational educators' ears pick up and this is where we need the leadership. The positive, dynamic, aggressive leadership from the grass roots level to develop better, more relevant programs than we now have for the boys and girls in this country.

Expectations of the Advisory Council on  
Vocational and Technical Education

Leonard H. Rosenberg

Thank you, Mr. Chairman, for the introduction. I am flattered that a group like this, on whom the future of vocational education depends, should be interested in listening to me, the only non-educator on the 1967 Advisory Council on Vocational Education. The fulfillment of our expectations, or our hopes, in fact the future of the Country's work force depends on you and your efforts.

The subject of my talk is our expectations and this can be briefly stated. We expect the job to be done to be too tremendous to be accomplished in a short period of time. And that as we try to do the job it will become bigger. We expect, however, that the leadership will be developed in groups like you all over the country and we have the faith that leaders like yourself will be equal to the tremendous task ahead.

Let's very briefly go back into history. Our educational system in this country originally followed the old English system to furnish our young with skills and background for further education at the colleges. As public education developed to reach more of the masses it was extended to provide basic literacy and acculturation of the masses of immigrants. It was a selecting out process, however, in which those of us with the necessary ability went on to liberal arts colleges for general knowledge

and teaching skills and others, like myself went on to vocational schools like engineering colleges, medical, law, etc.

Fortunately in those early days we had two teaching processes at the lower levels. The student who didn't or couldn't absorb basic literacy could always quit the little school house and go down to the shop and get a job while he learned to earn. His training was by some sort of apprenticeship. This is gone. Specialization of labor, growth of unions, etc., destroyed this system by World War I and vocational education in the public school system was started. But it has never been able to keep up with the changes. Besides it became a second class education with stigma attached and few wanted to say they failed in general education. Incidentally, the entire council felt that the removal of this stigma would push the program forward immeasurably. Smith-Hughes Act brought the federal government into the act in 1917--but industrialization proceeded faster. Lack of jobs in the 30's further complicated the picture. The second World War, military and industry training crash programs proved it could be done at great expense. Post war G.I. bill with its emphasis on college training only served to push the desires for college education for all. The new immigration of the uneducated to the cities raised problems we are now living with. I believe the George-Barden Act only extended the federal government help slightly in the health fields. In 1954 abolition of federal aid to vocational education was seriously recommended to the administration. Thank God, it wasn't followed through.

In Washington the first real push forward came when John F. Kennedy in January 1961 said to Congress:

"The National Vocational Education Acts, first enacted by the Congress in 1917 and subsequently amended, have provided a program of training for industry, agriculture, and other occupational areas. The basic purpose of our vocational education effort is sound and sufficiently broad to provide a basis for meeting future needs. However, the technological changes which have occurred in all occupations call for a review and re-evaluation of these acts, with a view toward their modernization."

He further appointed a panel of consultants under Ben Willis whose findings released early 1963 has become the "Genesis" of a coordinated vocational education program. I heartily recommend your obtaining a copy of OE-80021, "Education for a Changing World of Work". It is a necessary reference.

The findings of this commission resulted in Public Law 88-210, Vocational Education Act of 1963, 88th Congress, which also makes interested reading. One of the provisions of this Act, Section 12 provides the Secretary of H.E.W. to appoint an Advisory Council on Vocational Education in 1966 to review the administration of the Act, other vocational education acts and to make recommendations for improvement. It was under

this Section that our council was activated, unfortunately in December of 1966 instead of January.

The charge to us was simple:

- Review the administration of the Act.
- Review the administration of other similar Acts.
- Make recommendations for improvement.
- Review the status of and make recommendations for vocational programs.

But we found it to be a very complex one. First and foremost there were no qualitative studies of effectiveness. The quantitative ones were at least a year behind and confused because of different reporting systems (51 of them I believe). Some states using Smith-Hughes categories, some George-Barden, etc., etc.

The first year of appropriation under the 1963 Act was 1965. So who could judge results in 1967?

Some states who needed it most-using it least-because of distrust of the federal government and just plain lack of understanding of the Act.

O.E. was vastly understaffed and whereas they helped us magnificently, it wasn't easy.

So we went out into the field and studied the actual programs. We found State Departments of Education fighting with local ones and both distrustful of the feds. We found some programs built to get funds only. We found other programs training people for jobs that went out at least with World War I. Beautiful buildings with excellent machinery and very few students.

A strong overprofessionalizing of most programs-teacher requirements too high and student requirements likewise. As for teaching, it does not take a PHD to train a person in job skills - all it takes is a person able and knowledgeable in the job and the ability to train someone else to do it. As for students the program should be designed for the students we have and the jobs available. We cannot design the students for the program. We found many examples of qualifications for the program much too high--a selecting out process-not an including one.

On the other side we found some programs providing on a small scale the training the student needed and providing work force industry needed. These programs generally were on a local level and even if on statewide basis were invariable the results of one person's dedicated leadership. We found many dedicated educators at all levels who just asked, "Tell us how and we will." So its leadership we need.

The technical aspects of what we found is in Publication #2.

Publication #1 highlights these and I recommend it to you for your reading. Publication #3 is for general dissemination to the public and you may wish to distribute those to people who can influence the program on a political or civic level.

To the recommendations we made for this year:

1. Administrative complexities should be reduced by combining all vocational education legislation into one Act.

This is in HR 15066 and we have high hopes for it. You have problems enough in reporting without having to do so under 3 or 4 divergent systems--one dating from 1917.

2. A Department of Education and Manpower Development should be established at Cabinet level.

Congressman Quie has introduced such a bill in the House, but I strongly doubt its passage during this administration. The overlap between H.E.W. Labor and O.E.O. in this area is confusing and frustrating. Besides education and training is, in my opinion, more important to the nation than some of the other cabinet status units--without us even the mighty D.O.D. would fall.

3. Innovation should be encouraged by contracts or grants between the Commissioner of Education and State Boards, local educational agencies, and other public or non-profit institutions.

This is one of my favorites and I hope to see it carried through this year. In effect we want to divorce research from development. The way to develop a good vocational training program is to provide money at your level and for experienced people like you to combine imagination, new training aids, and students to come up with the best curricula and program. (ETV)

4. Specific funds and permanent authority should be provided to develop and operate new and expanded vocational education programs for persons who have academic, social, economic, or other handicaps.

This is self-explanatory and puts extra money into special categories for the socio-economic deprived. This has an excellent chance for passing but we need the previous item to provide bold programs.

5. The Act should provide permanent authority for work-study programs at the secondary and post secondary levels structured so as to combine education, training, and work experience, as well as offer income opportunities.

The school system must cooperate with industry and vice versa. Some way must be found so we can train people on the job with your help--and not pay union scale wages while we're teaching and the student not producing.

6. Residential vocational schools should be constructed and operated under grants from the Commissioner of Education to State Boards of Vocational Education or, with the approval of State Boards, to colleges, universities, and public education agencies.

I doubt success this time because of funds but this one hopes to break the home influence on the disenfranchised and put him in a learning climate.

7. At least 25 percent of vocational education funds should be earmarked for post-secondary schools and adult programs.

This will probably succeed as it stresses the junior college role and retraining of adults. All we hope is that the junior colleges will give the training needed at the level needed and not select out or try to take these people on to degree status.

8. Vocational homemaking education should be included in a separate section of the Act with specific funding authorization.
9. Funds should be distributed to the States on bases which will provide incentive for increased enrollment and attendance, and improved performance.

If we only could, we would be putting federal money where it does the most good and not pour it down the drain. It is a difficult thing to come up with a good incentive plan and not penalize somebody.

10. The Act should permit matching of the federal allotment on a statewide rather than area-by-area or project-by-project basis.

The council felt that matching area to area or project by project put too much of a straight jacket on the states and it would be much better to match on a statewide basis and let the state put the money in those areas that were most needed.

11. To end the disharmony between the planning processes of the schools and the appropriations practices of Congress, provision should be made for States to receive allotments earlier in the calendar year and to spend funds through the succeeding fiscal year.

I think this is self-explanatory. You in education know how difficult it is to plan a long term project when you are never sure if the funds will be available when needed. Knowing the federal budget process

as I do, it is going to be difficult to put this point across.

12. Salaries and expenses needed for the administration of vocational and technical education should be included in the annual appropriation provided by the Act, rather than in a separate budget as at present.

It does little good to appropriate funds to be used and then cut the funds needed to administer the project. Many times the economy axe falls on the administration budget making virtually worthless the first funds appropriated for projects. Our chances are strong on this.

13. The presently misnamed "Stateplan" should be recognized as merely a legal contract between the Federal and State agencies. The present "projected program activities" should become a 5-year projected plan subject to annual updating.

The State plan has been most abused. It is formulated and necessary under the '63 Act to get the funds and used as a straight jacket to block any necessary changes. This new idea, again, will give the State Departments of Education more latitude.

14. The preparation and upgrading of professional and para-professional personnel should be recognized and financially supported as an objective of the Act.

In the training of people to do a job, it is necessary for the teacher to know how the job is being done in the outside world. He must, therefore, be encouraged to go back occasionally to his job skill and re-learn how it is being done. On the other side of the coin, those people who are basically able to perform a skill should be encouraged to increase their training ability by learning educational principles.

15. The Opportunity Grant program of the Higher Education Act of 1965 should be extended to post-secondary technical and vocational programs by setting aside 25 percent of the funds appropriated for Title IV of that Act.

This, of course, is in the post -secondary area and we believe some of the funds should come from the higher education act. However, we hope they will be used for vocational programs and not for degree courses. A comment passed on to me by Jake Warner, the former President of Carnegie, said that the main thing wrong with a post-secondary technical and vocational program is that every junior college is trying to make graduate engineers out of its students.

16. The feasibility of reimbursement to employers of unusual costs of supervision, training, and instruction of part-time cooperative students should be tested in pilot projects.

This gets back to on-the-job training in industry and we believe that industry should do a lot of this but unusual costs of training should come from vocational education funds and be supervised by educators.

17. The prescribed 10 percent of the sums appropriated under Section 4 (a) of VEA'63 should be available for research, with the Commissioner of Education allocating the moneys in the most advantageous manner among the three legitimate claimants:
  - (a) Grants or contracts to colleges and universities and other public or non-profit private agencies and institutions to pay part of the cost of research, and dissemination of research results;
  - (b) Grants or contracts approved by the operating Bureau for evaluation, demonstration, experimental programs, and for dissemination of results;
  - (c) Grants to States for paying part of the cost of State research coordinating units, State research, evaluation, demonstration, experimental programs and dissemination of results.

There has been considerable argument about who does research and what is research. We feel that a lot of it is wasted and that the Office of Education should see to it that some of it gets used in development by the states right down to the lowest level to develop novel experimental programs.

18. An annual descriptive and analytical report on vocational education should be submitted to the President and Congress by the Office of Education.

In this area we do not feel that once every 5 years is sufficient to come up with a real analytical report. There should be continuing analyses. HR 15066 tackles this by providing that the advisory council be on a permanent basis to report annually.

19. Each State should be required to conduct a periodic statewide review and evaluation of its vocational education program.

Just as in #18 we feel that a non partisan board should do the same in each state. Too often the advisory committees are for window dressing only and do not know what is going on.

20. "Pre-vocational" training and "employability skills" should be included within the definition of vocational education.

There are many skills going down to basic reading, writing, and

'rithmitic, which are necessary before vocational training or employability and it is necessary that general education and vocational education be married. Interesting to note, I found a school in California using vocational training to motivate and interest the students and teach them arithmetic and writing. The Job Corps does a lot of this.

21. Confusion concerning the meaning of the term "area vocational education facilities" should be ended by deleting the word "area".

I think this is self-explanatory as we have a lot of confusion as to what is an area.

22. The responsibility of vocational educators for students until they are successfully placed in training-related jobs should be affirmed by including initial job placement within the definition of vocational education.

Here is where we can get a lot of argument. The council felt very strongly that unless the Department of Education undertook responsibility of producing their product and see to it that it was being used, there would be a gap in the job. We also felt that it was necessary for the schools to know whether their product was acceptable in order to change programs to make the people employable. This concept will take a long time to get across.

23. Achievement of the Act's objectives at the levels of enrollment currently contemplated will require an appropriation of \$1,565,000,000 per year. It is our unanimous conviction that no sounder investment can be made by the citizens of the United States than this--an investment in their own, their children's, and their economy's future.

I.	Grants to States and grants authorized by the Commissioner of Education (Students served--8,000,000)	\$500,000,000	
	A. Grants to States	(\$437,500,000)	(50-50)
	B. Grants by Commissioner	(\$ 62,500,00)	(100)
II.	Work-Study Program (Students served--575,000)	\$350,000,000	(90-10)
III.	Exemplary and Innovative Programs, General and Disadvantaged Population (Students served-175,000)	\$200,000,000	(100)

IV.	Residential Vocational Schools (50) (Students served--25,000)	\$200,000,000	(90-10)
V.	Programs for the Socially, Ec- onomically, and Culturally Dis- advantaged (Students served--175,000)	\$300,000,000	(90-10)
VI.	Vocational Homemaking (Students served--2,000,000)	\$ 15,000,000	(50-50)
	Total Authorization	\$1,565,000,000	

Total Students Served--10,950,000 including 2,000,000 in Home Economics.

Note: Supporting data are shown in Vocational Education: The Bridge Between Man and His Work, (Publication 2)--General Report of the Advisory Council on Vocational Education.

This is just totaling up the cost and you will note that some attempt is made to get away from the 50-50 in those programs that it was necessary to push. As I stated to Congressman Pucinski's Committee, this is not a cost but an investment and at  $1\frac{1}{2}$  billion serving 11 million people we were investing less than \$150.00 per person which we will more than get back in taxes as we make them employable.

24. In order to provide appropriately for curriculum materials needed in vocational education, two to four centers should be established for development of such materials.

This was directed to the Commissioner of Education. It is to broaden the scope of curricula development.

25. The National Advisory Committee on Vocational Education should have a full-time staff in the Office of Education in order that guidelines may be established for helping the States make more effective use of State Advisory Boards.

It is a necessity. No committee or council can do a job in a vacuum. Unless we have staffs, preferably permanent, every time we tackle a job we have to start all over at the beginning.

26. A Learning Corps should be established on a pilot basis to provide improved learning experiences for economically disadvantaged youths, particularly inner-city youths. Such corps would

arrange for young people to have the opportunity of living in selected homes in rural, small city, and suburban communities and to enroll in the local schools where skill development for employment would be part of their educational program.

It is an attempt to help the big city problems and break the slum cycle taking these people out of their home environment which is anti-learning and put them into a learning environment. The Job Corps is already doing this but, of course, we feel that all of this should be under education.

In a few minutes I will give you a chance to ask some questions but I would like to close with the statement that we hope that many of our recommendations will be passed within the next year or so and that we will continue to fight for the rest of them until we have either all of them or substituted better ideas as they develop. We hope that leadership will be developed in the schools, in the Department of Education, in the universities, and in industry that will all work together to accomplish that most important job of giving all of our people the ability to earn a decent living.

#### Planning State Programs of Vocational-Technical Education

Sherrill McMillen

As we look back over the recorded history of mankind, we find peaks of recorded progress and advancement of human knowledge.

It is recognized and generally agreed that the two decades since the end of World War II -- 1946 - 1967 -- encompasses a period in the explosion of human knowledge and progress exceeding the previous recorded history of mankind.

An examination of only a few of the typical headlines in our daily paper will illustrate the depth and breadth of the changes that are taking place -- Surveyor, a total success, transmits 144 lunar pictures of the moon's surface; Eugene Cernan completes two-hour walk in space; Telestar used to transmit pictures of world events at the time they occur; Mechanical heart transplant keeps man alive; Community planning group sets stage for equal employment housing and education.

A cartoon in a recent Washington paper illustrates what I have been pointing out -- "As a commencement speaker I used to admonish the graduates to reach for the moon -- what do I tell them now?"

Program planning and development is not new to our society -- what is new is that the activities have become more complex; the

magnitude of programs has expanded enormously; and the funds for all programs have greatly expanded, necessitating immediate and long-range planning at all levels of responsibility.

Organized comprehensive immediate and long-range planning in top management levels is largely a post-war development pioneered by private industry.

In August 1965, President Johnson directed the introduction of a planning-programming-budgeting system in each of the Executive agencies as a means for achieving more effective and efficient management programs. The "systems" approach introduced in the Department of Defense is a method of utilizing the planning and development approach to immediate and long-range problems.

Peter Drucker has defined planning as follows:

"Planning is the continuing process of making present entrepreneurial (risk-taking) decisions systematically add with the best knowledge of their futurity, organizing systematically the efforts needed to carry out these decisions, and measuring the results of these decisions against the expectations through organized systematic feedback."

A more concise definition is one used by Secretary of Defense McNamara:

". . . planning is simply a systematic appraisal and formulation of your objectives and of the actions that you believe necessary to achieve those objectives."

Planning, used in the foregoing sense, is not merely forecasting or predicting the future. It is not solely the projection of current programs or their costs. Neither is planning a process that deals only with future effects of present decisions. Planning is largely a job of making things happen that would not otherwise occur.

A basis for decision making.

Planning is a frame of mind, a new way of looking at problems a viewpoint, rather than a tool or technique. While it is one of top management's most important responsibilities, it is dependent for success upon the participation of all levels in the formulation of plans and in their execution.

The planning process should make all members of an organization planners in themselves and work toward achieving the major goals and objectives of the organization. Planning is done by an organization as a whole, not by a small group of fidgety individuals.

Planning as framework for decision-making is very important, yet it usually runs second to operation in terms of priority; consequently, the administrator who is a doer, often gets in a position where he reacts to, rather than influences, events. Comprehensive planning keeps goals and objectives in the forefront and stresses factors involved in reaching them.

### Principles of Planning

Effective planning requires more than new staff or procedures-- there are principles which are useful in the nature and structure of planning:

1. Planning which is not related to the decision-making process and does not have the support of top management will be ineffective.
2. Planning formulates the goals necessary for meaningful group action throughout the management cycle.
3. The planning process must contribute to the accomplishment of objectives and must permeate the organization.
4. Effective planning requires the formulation of policy for procedures and programs.
5. Planning requires adequate and proper timing including the scheduling of key events.
6. "A plan held close to the breast of the administrator will have little positive effect on current operations." Adequate communication of goals, objectives, planning premises, and data, choices and program designs are required throughout all levels of an organization.

Never in the history of vocation-technical education have we faced the multiplicity of problems and the need for immediate and long-range planning at the Federal, State, and local levels.

Your stewardship under Federal legislation has increased from--  
\$45.3 million of Federal funds in 1960, to  
\$450 million of Federal funds in 1966, under all Acts.

If we added the State and local funds, these dollar expenditures are rapidly approaching the \$1 billion figure for vocational-technical education.

----- Show and Discuss Charts -----

---- Authorization of Federal funds

---- Actual enrollment and estimated figures



## Concepts of Leadership

Dr. James W. Longest

Leadership theory has been over-simplified by the development of a large number of theories of leadership. Each of these theories have dealt with only a portion of the many facets of leadership.

Most leadership occurs in the context of social systems. There are two propositions upon which the remainder of the discussion rests:

1. Leadership occurs as a result of the interaction of two or more people. It is therefore a social phenomenon and is subject to study and exploration only in the context of social interaction systems.
2. The concepts of "leader(s)" and "follower(s)" are discarded as oversimplified, misleading and static concepts which only cloud the issue. They will not be used in this discussion.

The Chinese philosopher Lao-Tze (Lu Chu) succinctly stated the futility of thinking in terms of leaders and followers rather than of leadership in the context of social systems:

"Of the best leaders  
the people only know that they  
exist;  
The next best they love and praise;  
the next they fear;  
And the next they revile.  
When they do not command the  
people's faith  
Some will lose faith in them,  
And then they resort to recrimi-  
nations!  
But of the best, when their task is  
accomplished, their work done,  
The people all remark,  
"We have done it ourselves." " 1

A poet who dealt with the same theme was Elizabeth Finley in "The Torch":

"The God of the Great Endeavor gave me a torch to bear,  
I lifted it high above me in the dark and murky air  
And straightway with loud hosannas the crowd acclaimed its light  
And followed me as I carried my torch thro' the starless night:  
Till mad with the people's praises and drunken with vanity  
I forgot 'twas the torch that drew them and fancied they followed  
me.

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1- Adult Leadership, June 1952, p. 6.

"But slowly my arm grew weary upholding the shining load  
And my tired feet went stumbling over the hilly road  
And I fell with the torch beneath me. In a moment the flame  
was out!  
Then low, from the throng a stripling sprang forth with a mighty  
shout,  
Caught up the torch as it smouldered and lifted it high again  
Till fanned by the winds of heaven it fired the souls of men!  
And as I lay in darkness, the feet of the trampling crowd  
Passed over and far beyond me, its paeans proclaimed aloud,  
While I learned, in the deepening shadows, this glorious verity;  
"Tis the torch that the people follow, whoever the bearer be!"<sup>1</sup>

#### The Many Faces of Leadership -

What is leadership? It cannot be discussed in terms of black and white, all or nothing, nor can it be defined precisely within strict limitations. Leadership is relative to the people involved, the timing, and the circumstances.

Leadership appears in different people, in different ways, as they respond to different situations. We are unable to point to one man and say, "He will always exhibit leadership."

##### A. Variations in the settings of leadership.

Leadership is required in a multitude of settings. This fact alone is sufficient to account for the failure to develop an uncomplicated theory of leadership which will be applicable in most or all situations.

Even a simple listing of various types of social systems which require leadership is evidence enough that theory of leadership must be complex. Leadership is required in: families; formal organizations, such as universities, high schools, businesses, churches; government, including county, state and Federal; small groups, such as committees and task groups; and in such specialized areas as administering a progressive city, locating projects for the Junior Chamber of Commerce, enlisting the support of the local bar association, directing the energies of the garden club or establishing an effective Vo-Ed course for high school students.

No matter what the occasion, leadership is required. Things just don't get done by themselves -- they require direction, guidance, planning -- in a nutshell, leadership.

##### B. The social contexts or climates in which leadership is required.

Variations in the requirements for leadership also occur because of existing social conditions. These variations often represent extremes

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1 - Dwight Sanderson, Leadership for Rural Life, Association Press, 1940, p. 59.

in behavior or conditions. For example:

1. Crises or social unrest versus routine conditions -  
(wars, race riots, anti-Vietnam protests)
2. Rapid change vs. slow evolutionary change -  
(technological changes in agriculture and the current scientific revolution in all the sciences.)
3. Highly structured and stratified vs. loosely structured and open class social systems -  
(India's caste system vs. American society)
4. Large vs. small groups
5. Centralized vs. decentralized authority systems -  
(Soil Conservation Service vs. the State land grant college system)
6. Social conflict vs. social concensus -  
(differences or agreement on either ends or means (goals relate most to ends, values to means)).

C. Styles of Leadership.

1. Democratic:
  - a) Participative systems
    - (1) Likert's participative leadership
    - (2) Group dynamics theory
  - b) Representative systems
  - c) Decentralized decision making and program determination and execution systems.
2. Autocratic:
  - a) Rigid chain of command systems (an army)
  - b) Highly centralized decision making and behavior control systems (mass production manufacturing systems)

D. Leadership as effective communications.

It is difficult to imagine a theory of leadership which would not emphasize the importance of effective communications. However, the kind of communications content and media that will be used will vary widely according to the objectives, setting, social conditions, and leadership style.

If the objective consists of informing people of the existence of a problem such as air pollution then mass media may be utilized. If the objective is to change behavior or values such as food habits then some system which involves direct face to face social interaction will probably be required such as small discussion and decision making groups.

A commitment to a democratic style of leadership will require a system for two-way flow of messages throughout the system, but an autocratic style may require only open channels down a hierarchy and a supervisory control system to assure compliance.

#### E. Leadership in goal achievement.

Most members of a group have something to contribute that will bring the group that much nearer its goals; however, if everyone ran around in different directions or threw ideas or projects into the ring willy-nilly, the result would be as much confusion and variation as a white elephant sale. A group's goals can only be accomplished when there is coordination and integration of the member's contributions. This is as true of the education of the children in a family as it is of the teaching of agriculture in a high school. The father and mother must assure the health and well-being, necessary school supplies, and generally some incentives to assure the education of the children. The teacher of agriculture must rely on support from his principal and the school board, and the cooperation of the parents.

#### F. Personality traits and leadership.

Generally, the search for personality traits that universally assure leadership has been fruitless.

Some relationship is found in research between leadership and level of intelligence (a little above average generally), self-confidence, sociability, will (or initiative, persistence, and ambition) and surgency.

Gibbs summarized his review of a great deal of the research as follows:

"In the study of the relation between personality traits and leadership, two things seem to be well established at this time. In the first place, reviews such as that of Stogdill reveal that numerous studies of the personalities of leaders have failed to find any consistent pattern of traits which characterize leaders. The traits of leadership are any or all of those personality traits which, in any particular situation, enable an individual to (1) contribute significantly to group locomotion in the direction of a recognized goal, and (2) be perceived as doing so by fellow group members.

Secondly, there is abundant evidence that member personalities do make a difference to group performance, and there is every reason

to believe that they do affect that aspect of the group's behavior to which the leadership concept applies. Both Cattell (1948) and Carter (1953) find a need for personality variables in the description of groups.

It may be suggested that the failure of the many researches to establish a definitive relation between personality and leadership may be due to one or more of three factors. (1) Personality description and measurement themselves are not yet adequate. Reliable means of measuring basic personality dimensions are still needed. It may be that in leadership researches the really significant aspects of personality have not yet been investigated. (2) The groups studies have usually been markedly different from one another and this may have had the effect of concealing a relation between personality and the exercise of leadership within a more homogeneous set of groups or family of situations. (3) Leadership itself is known to be a complex, and probably not consistent, pattern of functional roles. There could be a relation between personality and the taking of particular roles which is not reflected in a study relating personality to a variable pattern of roles." <sup>1</sup>

#### G. Leadership as knowledge, technical competence, and skill.

There is no question but that knowledge and skill are essential to supplying the quality and quantity of leadership required to keep a social system functioning and to help it adequately attain its goals.

In most modern organizations there are a number of highly specialized employees each with competence in different fields. Who is called upon to give the most leadership at a particular time will depend on the nature of the problem and the decisions to be made. The engineer may first lay out the technical requirements, the budget and finance staff may be prominent at another point, and someone or a few persons must have responsibility for coordinating the contributions of all of the specialists. For example, in a school the teachers contribute their specialized knowledge to the education of the student's and the school administration has responsibility of coordination under the policies established by the school board and hopefully also formulated by the faculty.

#### H. Leadership for policy making, decision making, program planning, program legitimation, program execution, program evaluation.

These functions are specifically identified because each of them often requires different knowledge, skills, and levels of authority. Policy making usually rests with a board and/or executive group who are supposed to represent those who will benefit and those who will carry out the policy. Those who are the policy makers should be there primarily because they have proven that they are capable of comprehending the needs

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1- Gibb, Cecil A., "Leadership," Chapter 24, Handbook of Social Psychology, Vol. 2, Ed. Gardner Lindzey, 1954, p. 889.

of the total organization as well as each of the divisions and individuals in the organization. They should also understand and be skilled at representing the organization with outside groups and the public.

Program legitimation involves many people but most essential are a relatively few persons in positions of authority and capable of committing resources and for giving formal approval in order to add credibility and prestige to the program.

Similarly the other functions require different inputs of knowledge, skill and time. Because of all these variations in inputs, different people are often involved in the various stages. In most cases, however, some overlapping of personnel from one stage to another is desirable.

#### The Nature of Social Systems -

There is a need to be more specific about social systems and how leadership functions within them.

Social systems are any of the social interaction systems which have some degree of continuity and systematically relate interdependent<sup>1</sup> people for the purpose of achieving some end goals or values.<sup>2</sup> Thus a nation, a community, a family, a corporation, a high school, a university, and a street corner gang are a few of the many social systems with which we are all familiar. Many social systems persist for years but there are also many which are established with the intent that they will have only a temporary life span. Examples of temporary social systems are special purpose task groups or committees and university course classes.

Social systems have some common and basic needs essential to their functioning and continued existence. Leadership consists of the performance of roles and tasks that help the members satisfy their own and the system's needs and maintain it in its environment. Note that a change in the environment may call for new functions or different application of roles and functions. In a constantly changing environment leadership must be constantly adapting and changing to the new demands or find itself inadequate.

Much of the role of leadership is involved in how best to organize the activities of individuals in order to realize the objectives of the group. In a complex industrial society the leadership of the nation is often involved in the question of how best to organize the activities of many diverse and specialized social systems in order to achieve the objectives of the society. In fact, most large organizations, such as

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- 1- Kurt Lewin, "Field Theory and Experiment in Social Psychology: Concepts and Methods," American Journal of Sociology, 1939, Vol. 44, pp. 868-896.
  - 2- Gillin and Gillin, Introduction to Sociology, MacMillan, 1946.

community schools, corporations, and urban communities find that their greatest leadership demands are for a meaningful integration of the contributions of the subordinated social systems which are divisions or parts of the superordinate social system. To further illustrate the complexity, most social systems must deal with peer systems with which they are horizontally related within the larger and dominant social system and they must also deal with other social systems which are vertically related to them either as super or subordinate systems.

All social systems find themselves involved in processes which Loomis refers to as master processes. These processes are communication, boundary maintenance, systemic linkage, institutionalization; socialization and social control.<sup>1</sup> The leadership of social systems is involved not only in attaining the goals of the systems but also in maintaining and developing the systems through these processes. Effective communication is obviously essential to adequate leadership for both task accomplishment and system maintenance. Boundary maintenance consists in protecting the membership and functions of the system from encroachment by other systems as well as maintaining the system's characteristic patterns. Socialization and social control, are processes by which the system trains and educates the members to the proper functions and goals of the system. Institutionalization is the establishing of the unquestioned right of the system to demand of the members and in many cases of others the custody over the performance of certain functions and the consequent rewards. Thus the family in the U. S. consists of husband and wife and their children. The family functions within the institution of monogamous marriage and has the rights to sexual relations between husband and wife and to the rearing of the children of their marriage. The family, however, is not isolated from other social systems. The family has ties or linkages with educational, political, economic, religious, etc., social systems. How all of these systems are linked is one of the most important characteristics of the culture of the national social system. How an individual family fares depends in great part on how fruitful the linkages are that are made by the leadership of the mother and father. If their linkage with economic social systems are very adequate they have more resource to assure that their children are well cared for. Even more important their children are being socialized so that they are learning how to establish similar linkages. What the children are learning which is important to their future is not the knowledge and skills of the parents' trade or profession but rather how to relate effectively to other people. Stress on the importance of effective linkages with other systems puts the boundary maintenance process into a different perspective than when it is considered in isolation of the systemic linkage concept. Boundary maintenance which leads to restricting members' contacts with other systems leads to a stultifying effect on the system. One of the most

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1- Charles P. Loomis, Social Systems, D. Van Nostrand Company, Inc., Princeton, N.J., 1960, pp. 30-36

familiar examples for most of us is the farmer who tried to farm-it by working independently inside the fence boundaries of his farm. The effects of this on the farm as a business are well known--in adoption and diffusion literature he is labeled a laggard. If the adult generation were the only one affected by such a policy society would not need to be so concerned, but the children in such a family are typically ill-equipped to become effective competitors either in farming or other occupations. I submit to you that families are not the only systems which make the mistake of thinking that the best way to maintain their boundaries or to develop their resources is to restrict their linkages with other systems. We can all think of school systems, of universities, of departments, and of businesses which have made the same mistake and could also be labeled as laggards. On the other hand, we can also think of systems that have had linkage but they have been ineffective and in fact may have resulted in a decrease in the systems' resources, possibly because of a dissipation of energy without returns. Thus the linkages must be executed with adequate knowledge and skill to make them beneficial to the system. This is one of the roles of leadership. But what are the skills and what are the kinds of knowledge that are typically needed to maintain the system and to assist it in attaining its goals? These have been generally classified as group task roles and group maintenance roles and then there are some roles which may be classified as contributing equally to task accomplishment and group maintenance.<sup>1</sup> Knowing what these roles are when they are needed, and how to execute them are an important part of the knowledge and skills essential to effective leadership. When these roles are integrated into the interrelated processes of problem solving, program planning and the adoption process they take on a more organized and comprehensible pattern. These processes are generally defined as having such steps or stages as:

<u>Program Planning Process</u>	<u>Problem Solving Process</u>	<u>Adoption Process</u>
1. Definition of Broad Problem	1. Defining the problem	1. Awareness
2. Assembling Data	2. Objectives of solution	2. Interest or information
3. Analysis and Interpretation of Data	3. Alternative solutions	3. Evaluation of application

1- See Adult Leadership, Vol. 1, No. 8, Jan., 1953, pp. 17-18; also Benne, K.D., and Sheats, "Functional Roles of Group Members" Journal of Social Issues, 1948, 4(2), 42-45; and Bales, R. F., Interaction Process Analysis: A Method for the Study of Small Groups, Addison-Wesley, Reading, Mass., 1950.

<u>Program Planning Process</u>	<u>Problem Solving Process</u>	<u>Adoption Process</u>
4. Delineation of Specific Problems, Opportunities, etc.	4. Obtain facts on each solution	4. Trial
5. Formation of objectives	5. Evaluate solutions for meeting objectives	5. Adoption
6. Developing Alternative Solutions	6. Select most desired solution	
7. Evaluation of Alternatives		
8. Selecting the Best Alternative(s)		
9. Formulation of Coordinative Plans		
10. Evaluation		

What does this all mean in terms of skills, knowledge, attitudes and behavior of individuals in social systems?

J. H. Carter as a result of the analysis of the leadership functions of some successful persons identifies leadership principles which Gibb organized and rephrased into seven principles as follows:<sup>1</sup>

1. Performing professional and technical specialty.
2. Knowing subordinates and showing consideration for them.
3. Keeping channels of communication open.
4. Accepting personal responsibility and setting an example.
5. Initiating and directing action.
6. Training men as a team.
7. Making decisions.

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1- Gibb, Op. Cit., P. 889.

Some of the specific abilities needed to perform these general functions would include:

1. Ability to communicate effectively in writing and verbally and the ability to help others to do so.
2. Ability to involve everyone meaningfully according to their position, abilities, and interests.
3. Ability and willingness to assist members to obtain the resources and training necessary to achieve the goals. Leadership development of all members.
4. Ability to give responsibility and freedom for execution to others and yet not unduly endanger the welfare of the organization.
5. High competency in the specialty in which leadership is to be given.
6. Ability and creativity sufficient for taking initiative in exploring and planning products or ideas with others.
7. Knowledge of the decision making process, program planning, and adoption processes and ability to help the system utilize them effectively.
8. Knowledge of the major principles of group dynamics and ability to help the group observe them.  
(Size of committees, discussion process and Robert's Rules of Order, etc.)

### Summary

What roles, knowledge, and skills are most important in a given situation depends upon the type of situation it is and the goals and problems that are therefore involved. Leadership requirements therefore vary a great deal from situation to situation.

Groups or social systems who have many members capable of playing a wide range of leadership task and group maintenance roles can be expected

to be more effective than other groups assuming, of course, that they also are equated on the specialized knowledge and skills required for performance to reach the objectives involved.

Leadership involves a sensitiveness to the concerns and interests of others and to an understanding of good human relations and how to achieve them in varying circumstances.

## Case Study of State Leadership Development

John A. Beaumont

### I. Suggested Guidelines and Assumptions

The reorganization of a State Division of Vocational and Technical Education should only be undertaken after the acceptance of certain guidelines and assumptions. It is essential that staff and others effected by the re-organization understand the adopted guidelines and assumptions.

The following are suggested as basic to the implementation of change which will result from re-organization:

1. Goals should be established for the work of the Division. Federal vocational education legislation particularly the Vocational Education Act of 1963, should form the basis for establishing these goals.
2. Function is the key element in re-organization and in the assignment of duties. After the establishment of goals, functions should be selected which will serve to achieve these goals. These functions will be similar in small, medium or large organizations. The specialization of assignment in relation to function will vary with the number of employees.
3. The present staff becomes the initial take-off point for any re-organization. All proposed activities can only be implemented through the work of the present staff. This guideline is based on the assumption that the current staff will be retained in the

re-organization. Staff members must have assurance of retention but must understand that assignments are subject to change.

4. Present staff competencies must be related to the selected functions. Allowances have to be made in any re-organization because needed competencies may not exist in current staff. Priorities will have to be established with the results that some functions will be carried out on a limited basis. Those functions determined essential will have to be conducted even though it requires additional staff or current staff assignments which may be temporary in nature.
5. Re-organization is a staff activity which should be initiated and implemented through acceptable democratic processes. Administrative review and State Board policy decision are to be accepted as part of this democratic process.
6. Current procedures in operating practice must be subject to question and review. Only those procedure gound directly applicable to the newly established goals should be retained.
7. Reason not rule is the most important consideration in discussions relative to re-organization. Staff activity should result in the development of a model with suggested alternatives. The model and the alternatives must show a direct relationship to the implementation of accepted goals.

## II. Suggested Goals

1. To provide vocational training or re-training which is realistic in the light of actual or anticipated opportunities for gainful employment.
2. To assure that vocational training or re-training is available to all persons of all ages in all communities of the State.
3. To provide a wide range of occupational curricula which reflects current and developing job opportunities not necessarily in every community but in acceptable areas or regions within the State.
4. To provide ancillary services such as teacher training, supervision, guidance, the development of curriculum materials and other activities which will insure quality programs and meet the needs of individual enrollees.
5. To assure that vocational training or re-training programs are designed and conducted for persons of all ability levels and particularly for those with special handicaps.
6. To use educational institutions at all levels from elementary

to higher education to insure that appropriate vocational training and re-training will be available for individuals of various abilities and educational attainment.

7. To maintain appropriate fiscal and statistical procedures which will serve as a means of evaluation and planning.
8. To encourage and implement change through research and experimentation.
9. To coordinate efforts for vocational training or re-training among governmental agencies, educational institutions, labor, industry, business and the professions.

### III. Suggested Functions

#### A. Administrative functions

1. Report problems, actions and results to the following:

- |                      |   |
|----------------------|---|
| a. State Board       | f. State agencies   |
| b. Executive Officer | g. Educational institutions   |
| c. Governor          | h. Public - including business,<br>industry, labor and the<br>professions |
| d. Legislature       |   |
| e. Federal agencies  |   |

2. Implement policies of the State Boards

3. Coordinate activities of the Division

4. Perform various personnel functions

5. Arrange for space, facilities, equipment and essential services

6. Approve expenditure of funds

7. Approve contractual arrangements

8. Plan, implement and evaluate the vocational and technical education program.

#### B. Fiscal, Statistical Functions

1. Account for all contractual obligations and expenditures

2. Plan and prepare budgetary requests
3. Conduct internal audits
4. Conduct audits of reimbursed institutions
5. Initiate and submit for administrative approval all contractual arrangements including purchases and reimbursements.
6. Initiate and conduct appropriate controls for all property and equipment both in the Division and in educational institutions.
7. Prepare reports requested by Federal and State agencies.
8. Initiate reports that reflect fiscal and statistical developments for use in planning and evaluation.
9. Conduct continual evaluation of procedures used in data collection, retrieval and dissemination.

C. Program Planning and Evaluation Functions

1. Review and summarize studies and research that have implications for occupational education.
2. Prepare projections and other statements dealing with the proposed initiation and extension of occupational education.
3. At the request of the Director, prepare position papers indicating various alternatives in planning vocational and technical programs.
4. Prepare the annual projected program of activities as requested by the U.S. Office of Education.
5. Prepare the annual descriptive report for the U.S. Office of Education, and the annual report of the Division to the Governor and the Legislature.
6. Represent the Division in contacts with Boards of Education, Presidents of Junior Colleges and Superintendents of local school districts.
7. Coordinate all studies and reports with the Fiscal and Statistical Service.
8. Plan with appropriate authorities vocational and technical programs for local school districts and junior colleges.
9. Maintain a close relationship with and exchange information

with such agencies as the Department of Labor, the Department of Economic Development, interested legislative commissions, etc. relative to developments effecting vocational and technical education.

D. Program Operation Functions

1. Assist educational institutions in the planning, development and implementation of occupational programs.
2. Conduct reviews and evaluation of on-going programs for the purpose of improving quality and service rendered to students.
3. Organize and conduct in-service teacher education.
4. Initiate plans for curriculum development.
5. Review and comment on proposed construction, facilities and equipment for occupational programs.
6. Review and comment on proposed staff for occupational programs.

E. Program Services Functions

1. Assist educational institutions in the planning, development and implementation of counseling and guidance.
2. Initiate and develop teacher education programs
3. Promote, coordinate and supervise research and experimental programs.
4. Initiate and promote curriculum development in local institutions and universities.
5. Provide leadership in developing programs for persons with special needs.
6. Provide services in various related areas including work-study, residential schools, construction, cooperative education, etc.

IV. Suggested Organizational Chart:

Division of Vocational and Technical Education

- Office of the Director --
- Fiscal Statistical Service --
- Program Planning and Evaluation --
- Program Operation --
- Program Services --

An Experimental Program of Leadership Development for the  
Supervision and Administration of Vocational-Technical Education

Ralph C. Wenrich

The current interest in the subject of educational leadership on all levels is high and the need for dynamic leadership in vocational and technical education was brought to our attention by the Panel of Consultants on Vocational Education in 1963 in their report, Education for a Changing World of Work:

"The leadership of vocational education will determine both its quality and effectiveness. In a rapidly changing world, this leadership must be dynamic and forward-looking, able to adapt its thinking to the constantly changing situation which it faces. Capable leadership is always in short supply especially in the new fields.

"Proposed expansion of vocational education programs intensifies the need for leadership development. Special attention should be given to the development of highly qualified professional personnel in the many facets of vocational education. The task is large and will require measures considerably beyond the facilities now provided. Professional staffs at universities that provide leadership training will have to be enlarged. Recruitment of candidates for leadership training will have to be expanded and incentives provided in the form of fellowships or other stipends to make it possible for acceptable candidates to undertake the training needed. In-service opportunities for leadership growth should be made available."

I assume you have a special interest in the problem of leadership development because, in your roles as state leaders, you are expected to initiate and operate programs designed to identify, recruit and develop leadership for local school systems.

About five years ago we, at the University of Michigan, became sufficiently concerned about the need for local leadership in vocational and technical education to do something about it in a more systematic fashion. We started with a review of the literature; anyone reviewing the literature on leadership is soon impressed by the amount of it. But the numerous approaches to leadership are also intriguing, and to some extent, diversionary. It is obvious that there is a tremendous concern with leadership in general and in leadership as applied to particular situations. Perhaps psychologists have been most concerned, but many writers in other fields have found leadership a

provocative subject; the literature is replete with leadership studies done in such fields as political science, sociology, history, anthropology, and economics. There are perhaps even more writers on the subject outside the social sciences than within; military men, church leaders, politicians, journalists, financiers, industrialists, and even poets and dramatists have written about leadership, perhaps because it is an ever-present aspect of interpersonal behavior. It is found everywhere--in totalitarian as well as democratic societies, among primitive as well as civilized people, among children, and even among animals.

This presentation will be in three parts: (1) an examination of organizational leadership and related concepts, (2) the need for leadership in vocational and technical education, (3) The Michigan Program of Leadership Development in Vocational and Technical Education, and (4) evaluation of the Michigan program.

#### An Examination of Organization Leadership and Related Concepts -

Webster's New International Dictionary defines a leader as "a person or animal that goes before to guide or show the way, or one who precedes or directs in some action, opinion or movement."

Ordway Tead, the author of The Art of Leadership and the major contributor to the Encyclopedia Britannica regarding leadership, says: "Leadership is the activity of influencing people to cooperate toward some goal which they come to find desirable." But this is an oversimplification of a very complex matter.

Cartwright and Zander<sup>1</sup> point out the difficulties of defining leadership.

"To some, leadership is a property of a group, while to others it is a characteristic of an individual. To those who emphasize the group, leadership may be synonymous with prestige, with the holding of an office, or with the performance of activities important to the group. To those who stress the individual, however, leadership may mean the possession of certain personality characteristics such as dominance, ego-control, aggressiveness, or freedom from paranoid tendencies, or it may mean the possession of certain physical characteristics such as tallness, or an impressive physiognomy."

We, like most people interested in leadership, searched the literature and soon found that there is general agreement among those who have studied leadership that you cannot distinguish leaders from non-leaders simply on the basis of personality characteristics or traits. That is,

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<sup>1</sup> Cartwright, Dorwin, and Alvin Zander (Eds.), Group Dynamics: Research and Theory. 2nd Edition. Evanston, Illinois: Row, Peterson & Co., 1960

a person might be trustworthy, loyal, helpful, friendly, courteous, kind, obedient, cheerful, thrifty, brave, clean and reverent, and still not be a leader. It is not often that I find it necessary, or even desirable, to quote Admiral Rickover in order to make a point, but in this instance he has been helpful. In Congressional testimony, given in January, 1965, he got off this lampoon of the military habit of defining leadership by certain rules of conduct. Said Rickover,

"What are those rules? You are not supposed to have a soup spot on your blouse; Abraham Lincoln had a lot of soup spots. You are not supposed to drink; Ulysses S. Grant drank. You are not supposed to run around with women; Napoleon ran around with women. Such rules," said Rickover, "are not the basic essentials of leadership. There is more to it than that."

Fiction, in this case, appears to be more helpful than the Boy Scout Law or Admiral Rickover. In the novel, Seven Days in May, the authors describe one of the characters, General James Mattoon Scott, United States Air Force, as follows:

"A brilliant officer, Scott demonstrated perfectly that mixture of good will, force and magnetism that men call leadership."

While the literature on leadership provides little support for the hypothesis that one or more traits are common to all kinds of leaders, there is reason to believe that in certain situational contexts, specific traits of individuals may be associated with their leadership. Darley<sup>1</sup>, in 1961, pointed out that:

". . . it has become fashionable to define leadership as related to situations and as relatively uninfluenced by individual traits. We cannot, I think, brush under the rug the problem of leadership traits as easily as we have seemed to do in recent years. More attention in our studies of group behavior in leadership should be given to the interaction of individual traits and situational factors."

The interaction theory of leadership is stated perhaps best by Gibb<sup>2</sup>:

"Any comprehensive theory of leadership must incorporate and integrate all the major variables which are now known to be involved, namely, (1) the personality of the leader, (2) the followers with their attitudes, needs, and problems, (3) the group itself both as regards to (a) structure of interpersonal

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1 Darley, John G. "Critique," in Leadership and Interpersonal Behavior. Edited by Luigi Petrullo and Bernard M. Bass. New York: Holt, Rinehart, & Winston, 1961. pp. 357-366.

2 Gibb, Cecil A. "Leadership" in Handbook of Social Psychology. Edited by Gardner Lindzey. Vol. II. Cambridge, Mass.: Addison-Wesley Publishing Company, Inc., 1954. pp. 877-920.

relations, and (b) syntality characteristics, (4) the situations as determined by physical setting, nature of task, etc. Furthermore, any satisfactory theory must recognize that it will not be these variables per se which enter into the leadership relation, but that it is the perception of the leader by himself and by others, the leader's perception of those others, and the shared perception by leaders and others of the group and the situation with which we have to deal."

It should not be assumed that there is a one-to-one relationship between leadership and administration. We are concerned with leadership in large formal organizations called schools; not all leaders in such organizations are in administrative and/or supervisory positions. The converse is also true that not all persons in administrative and supervisory positions are necessarily leaders. James M. Lipman, in the 1964 Yearbook of the National Society for the Study of Education, makes an excellent analysis of the difference between leadership and administration.

In examining the organizational setting for leadership, we can conceive of an organization as a hierarchy of superordinate-subordinate relationships--a structured social system. This hierarchy of relationships serves to facilitate the allocation and integration of roles and resources in order to achieve the goals of the organization. A social organization, such as a school, exists to discharge certain institutional functions; these functions are the goals or ends toward which behavior within the organization is directed.

The organization, as a social system, may be viewed in terms of two dimensions, the sociological and the psychological.

The important unit of the sociological dimension is the role: the dynamic aspects of positions, offices, and statuses which define the behavior of individuals within the organization. Roles are defined in terms of expectations, the normative obligations and responsibilities which govern proper or legitimate modes of action. Roles are also complementary and interdependent; that is, each role derives its meaning in terms of other related roles within the organization. Thus, the school system is structured in terms of such complementary roles as board members, superintendents, directors of vocational education, principals, teachers and pupils.

In terms of the psychological dimension, an organization is always interpersonal in nature, that is, individuals are involved. In order to understand and predict social behavior, we must take into account the need-dispositions of the individual as well as the hierarchical role structure of the organization. Whenever we concern ourselves with the persons or individuals, we must consider among other factors their values, their traits, and their needs.

This description of the organizational setting stresses the importance of both the sociological (organizational role) and the psychological (individual personality) dimensions. These two dimensions are of equal importance and are related to the concept of organizational "effectiveness" and organizational "efficiency." Effectiveness relates to the accomplishment of the organizational purpose which is social and non-personal in character. Efficiency relates to the satisfaction of individual motives and is personal in character.

Leadership, in the organizational context just described, implies the initiation of a new structure or procedure for accomplishing an organization's goals or objectives or for changing an organization's goals and objectives. The emphasis is upon initiating change.

The administrator, on the other hand, may be identified as the person who utilizes existing structures or procedures to achieve an organizational goal or objective. The administrator is concerned primarily with maintaining, rather than changing, established structures.

While there has been virtually no research dealing directly with the development of leadership for the administration of vocational and technical education, there has been some dealing with general school administration. For example, one study showed that principals, judged to be effective:

1. engaged in strong, purposeful activity,
2. related well to people,
3. sought success and higher-status positions,
4. felt secure in both home and work settings;

while principals, judged to be ineffective by superiors were:

1. deliberate in nature,
2. satisfied by present status,
3. preferred assisting children to working with teachers,
4. depended on others for support,
5. often showed strong emotion in charged situations,
6. showed preoccupation with speculative reasoning.

In another study Gross and Herriott<sup>1</sup> attempted to measure the Executive Professional Leadership (EPL) of elementary school principals. They defined EPL as the effort of a principal to conform to a definition of his role that emphasizes his obligation to improve the quality of staff performance. Gross and Herriott found:

1. The higher a principal's evaluation of his ability to provide educational leadership to his staff, the greater his EPL.

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<sup>1</sup> Gross, Neal, and Herriott, Robert E., Staff Leadership in Public Schools: A Sociological Inquiry. New York, N. Y.: John Wiley & Sons, Inc., 1965.

2. The more off-duty time a principal devotes to his job, the greater his EPL.
3. Principals with a service motive for seeking their positions will provide greater EPL than those without it.
4. The greater the intellectual ability of the principal, the greater his EPL.
5. The greater the principal's interpersonal skills, the greater his EPL.

Gross and Herriott also found positive statistical significance for the following propositions regarding relationships between the principals and the teachers:

1. The more a principal permits his teachers to share in his decisions, the greater his EPL.
2. The more egalitarian a principal's relationship with his teachers, the greater his EPL.
3. The more social support a principal offers to his teachers, the greater his EPL.
4. The greater the managerial support a principal offers his teachers, the greater his EPL.
5. The greater the principal supported his teachers in case of conflict between teacher and pupil, the greater his EPL.

Other studies outside the field of education dealing with large formal organizations shed some interesting light on our problem. The work done by the Personnel Research Board at the Ohio State University is especially relevant. They have identified two major dimensions of leader behavior:

1. Initiating structure in interaction, that is, the leader's behavior in relation to:
  - a. outlining, clarifying, and delineating leader-follower relationships, and
  - b. establishing clear organizational goals, communication channels, and procedures for accomplishing organizational tasks.
2. Consideration, that is, the leader's behavior indicating friendship, respect, trust, and warmth in relationships between himself and the group members.

There is considerable evidence to indicate that a person who rates high in these two dimensions of leadership behavior is generally perceived to be more effective than one who rates lower. These may be essentially the same variables that Flanagan talks about under the terms planning and motivation. They may also be the same variables that Berrien describes under the terms formal achievement and group need satisfaction.

Cartwright and Zander, at the University of Michigan, have pointed out that most group objectives may be accomplished under two headings.

- (1) activities directed toward the attainment of stated group goals
- (2) activities directed toward maintaining or strengthening the work group.

Kinds of leadership behavior directed toward group goal achievement are:

1. initiates action,
2. keeps members' attention on the goal,
3. clarifies the issue,
4. develops a procedural plan,
5. evaluates the quality of work done,
6. makes expert information available.

Types of leadership behavior which exemplified group maintenance function include:

1. keeps interpersonal relations pleasant,
2. arbitrates disputes,
3. provides encouragement,
4. gives the minority a chance to be heard,
5. stimulates self-direction,
6. increases the interdependence among members.

Closely related to the research just cited is the work of Kahn and Katz, also at the University of Michigan; they have identified two major modes of behavior among supervisors. They claim that some supervisors are production-oriented, while others are employee-oriented. Employee-oriented supervisors focus primarily on employee motivation, satisfaction of employee needs, and the building of employee morals. Production-oriented supervisors, on the other hand, emphasize increased efficiency, greater production and institutional goal attainment.

#### The Need for Leadership in Vocational and Technical Education -

There is considerable evidence to support the idea that the quality of local programs of vocational and technical education is dependent upon competent leadership--persons who have those insights, understandings and skills which enable them to identify needs and to bring together, and effectively use, the school and community resources (both physical and human) in the development of dynamic programs to meet these needs. Where such leadership is provided, other essential ingredients of effective program--qualified teachers, well-equipped shops and laboratories, adequate financial support and community involvement--generally follow.

Throughout the United States there is a critical shortage of qualified persons to fill leadership positions in vocational and technical education. The University of Michigan Leadership Development Program was started four years ago as a response to the growing number of requests for persons to fill local leadership positions. The program was designed to prepare people to function as local directors of vocational and technical education; principals of vocational and technical schools; directors of area vocational and technical center; intermediate school district consultants for vocational and technical education; and deans of occupational education in community colleges.

While there is a need for leadership in many different kinds of positions, the need is perhaps greatest in our comprehensive high schools. I have a strong conviction that if our high schools are to become truly comprehensive we must have in each school a qualified person in a status position (possibly an assistant principal) to give leadership to the development of meaningful programs for those who will go directly from high school in search of employment. There is some evidence that most high school principals (in Michigan, at least) are interested in having such an assistant to give leadership to the development of a total program for employment-bound youth.

In the past, persons have moved into leadership positions in vocational and technical education with little or no special preparation. The common pattern of educational preparation of vocational personnel in our public schools is one of early specialization. Most teachers are recruited in the profession on the basis of their interest and technical competence in a particular trade or other occupation; frequently their general education has been somewhat limited. Among teachers so recruited are many very able individuals who rise to leadership positions, frequently without the opportunity to acquire an understanding of the nature of our society and its needs. They need help in gaining an understanding of our society. They also need to develop the skills of an effective educational leaders.

#### The Michigan Program of Leadership Development in Vocational and Technical Education -

In view of this critical and expanding need for leadership, the University of Michigan moved to establish a leadership development program. The program was officially launched in 1964 with a grant for the initial phase from the Michigan State Board of Control for Vocational Education; support for scholarships came from the Carnegie Corporation of New York. Currently, the project is supported (in part) by the U.S. Office of Education as a pilot project, with the thought that other states

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1 Wenrich, Ralph C., and Alvin Ollenburger. High School Principals' Perceptions of Assistance Needed in Order to Develop More Adequate Programs for Employment-Bound Youth. Ann Arbor, Michigan: The University of Michigan Office of Research Administration, 1963.

might be encouraged to undertake leadership development programs; already, we know of three or four other states in which similar programs have been started. Although the Michigan program will continue to operate as a source of supply of qualified leadership to staff local schools, the emphasis is now on the evaluation of the project; criteria used in the selection of persons to participate in the program are being examined, and the developmental program is being evaluated through a follow-up study of persons who have completed the program during the past years.

The Michigan Leadership Development Program is concerned with the problem of identifying and selecting persons in Michigan with a background in any one of the vocational-technical fields and with high leadership potential; the program is also concerned with the problem of preparing those selected to function as administrators of occupational education. The developmental phase of the program was designed to provide persons with a broad vocational education orientation not limited to any one of the traditional fields, so that these persons might be prepared to give leadership to the development of an "across-the-board" vocational education program.

The literature on leadership was not very helpful in the identification and selection phase of the project. The project staff agreed that perhaps the best evidence of leadership potential would be some demonstration of leadership behaviors and abilities in present roles, and we therefore decided that we should contact local school administrators--superintendents, high school principals, community college deans, local directors of vocational education, and others--and ask them to nominate persons who have had two or more years of teaching experience in one of the vocational fields, and who, in their opinion, showed signs of leadership potential. Over 1100 local school administrators have been contacted each year, and each year we receive approximately 400 nominations. These nominees are then invited to fill out an application form if interested in the project; each year we have had from 146 to 225 applications for the program. Applications are then screened on the basis of age, education, teaching experience, work experience, military experience, participation in social and professional organizations, leadership positions held, etc. Based upon this biographical data, from 75 to 100 of the applicants who appear to be most promising are invited to come to Ann Arbor, where they are given a battery of tests, and each applicant has two separate interviews with members of the staff. On the basis of the biographical data furnished by the applicant, recommendations of his superiors, test scores, and interview reports, 20 men are selected for the program. The first year, since the program was experimental, 40 persons were selected; through the use of matched pairs, the 40 candidates were divided into two groups: Group A, the experimental group which was to be given the full treatment--summer workshop and internship phase; Group B, another experimental group which was to be given only the internship phase of the program. To this was added a control group which consisted of 20 applicants who were in the group tested interviewed, but not selected for the training program; we have designated them Group C<sub>1</sub>. One

of the purposes of this experimental project was to see whether or not the workshop made any significant difference in the preparation of persons for leadership roles in vocational and technical education.

The developmental program for the experimental group consisted of two parts: (1) an eight-week intensive summer workshop during the summer of 1964, and (2) field and internship experiences extending throughout the following school year. The summer workshop was a full-time activity including lectures, discussions, field trips, case studies, seminars and independent study. The program of instruction consisted of the following units: (1) the meaning of leadership, (2) philosophy of education, (3) organization of education, (4) administrative functions, (5) socio-economic considerations, (6) curriculum development and supervision, (7) human and community relations. Also built into the summer program were opportunities for the development of personal skills such as writing, speaking, conference leadership, and sensitivity training. Practical problems were presented by school administrators currently employed in leadership positions; this was used as a means of relating theory to practice. Perhaps the most significant feature of the workshop was the inter-disciplinary approach with the involvement of a large number of lecturers from other disciplines. Also involved were persons representing a great many state and federal agencies and organizations with which educational leadership in vocational and technical education must work in order to operate effective programs.

#### Evaluation of the Program --

Although the Michigan Leadership Development Program was originally conceived as a training program, to provide Michigan schools with the leadership so essential in the development of dynamic vocational and technical programs, it has built into it several evaluative components:

1. Participants evaluate speakers and other resource persons used in the summer workshop; these evaluations are used in selecting speakers and topics for subsequent workshops.
2. Participants evaluate each other in terms of how they perceive their peers in relation to certain specific administrative roles.
3. Participants are evaluated by their immediate supervisors insofar as the internship is concerned.
4. Through a follow-up study of former participants in the program, we are now attempting to (a) evaluate the overall effectiveness of the program and (b) to get information which will enable us to refine our basis for selection of trainees.

A thorough study of the "graduates" of the program should extend over a period of more years than have elapsed since the first group completed the program. Nevertheless, in March 1967 we gathered some performance data on the three groups involved in the 1964-65 program--groups A, B, and C, (1964-65 groups) and on the 1965-66 groups, both experimental and control, designated groups D and C<sub>2</sub>, respectively.

When we compare the experimental groups A, B, and D with the control groups C<sub>1</sub> and C<sub>2</sub>, on the basis of average monthly salary earned, title of position held, and percentage of time spent in administrative and/or supervisory duties before the start of the leadership development program each year subsequently, we get a common pattern. On the basis of each of these criteria, there is a significant difference between the experimental groups and the control groups. In all three of the factors mentioned, the experimental and control groups were not significantly different before their training. But immediately after the year of training (as indicated on graph by shaded areas), and each year since then, there has been a significant difference between the experimental groups and the control groups, with the experimental groups moving away from the control groups. While both experimental and control groups have advanced in salary, title of position, and percent of time spent in administration or supervision, the experimental groups made a big jump between 1964 and 1965, and then maintained a relatively higher position during the two years following.

In addition to the performance criteria mentioned--salary, position, title and time spent in administrative functions--we have developed three scores, which are a composite of several factors:

The position score includes the title of position held, plus the type of institution in which employed and the size of the institution. It should be noted that the control groups were somewhat higher on both title score (when taken separately) and position score (composite score) yet finished significantly lower after training of the experimental groups.

The agent of change score is another composite which attempts to get an index of the degree of change induced by the former trainees within his school or school system. Factors included are achievements such as new vocational-technical programs initiated, reorganization of vocational-technical department, school or other unit or program, obtaining new equipment or facilities for vocational-technical programs, establishing area vocational-technical programs, etc.

The vocational-technical role score is another composite score which attempts to measure the degree of "extra-curricular" involvement in professional activities. Leadership roles in the activities of professional organizations such as Michigan Council of Local Administrators of Vocational Education and Practical Arts, AVA, as well

as in local organizations--both professional and community functions and organizations.

When the experimental groups are compared with the control groups, we see that the former have done significantly better on each of the three composite scores just discussed.

The results of our follow-up studies to date, as well as the more informal feedback, suggest that the program has been eminently successful, but we are not certain as to how much of our success can be attributed to the training program--the workshop and the internship-- and to what extent our efforts have paid off because we selected people who are headed for leadership roles in vocational and technical education, with or without our program. We suspect both have contributed.

We believe our selection procedures have contributed significantly but we are attempting to determine which of the selection variables are the best predictors of successful performance so that we might streamline our selection process. A performance criterion was developed using some of the scores mentioned in connection with the overall evaluation of the program. All items of information used in selecting participants were examined by the computer in order to determine (1) which items are the best individual predictors and (2) what combination of items would best predict high performance as measured by our performance criterion.

The results of this analysis show:

- 1) There is some consistency in leadership predictions as indicated by the fact that the same 8 variables when used to predict leadership scores attain a multiple correlation of .68 and account for approximately 50 percent of the variance in leadership scores. These variables are:
  1. average interviewer rating
  2. rating of teaching experience
  3. order (as measured by the Edwards Personal Preference Scales)
  4. change (EPPS)
  5. endurance (EPPS)
  6. position score
  7. percent of time spent in administration
  8. salary

These same 8 variables are now in the process of being validated against another group of trainees and controls (the 1966-67 groups).

All of these findings must be considered tentative. We need more time for our "graduates" to mature on the job in leadership roles and we need more data on their performance.

An effective leader in vocational and technical education can be characterized as follows:

1. He helps others to accept common goals. The leader must himself be enthusiastic about what he is doing and bring other members of the group to accept "the cause."
2. He initiates productive action in group situations. He realizes that he is effective to the extent that he can influence the behavior of others. But perhaps more important, he initiates the action. That is, he provides an atmosphere or a set of conditions in which things will happen. He motivates the group to act and then makes available to them the resources necessary to get things done.
3. He establishes clear plan and work procedures. Once a goal has been accepted and action has been decided upon, the leader must chart the course and set the ground rules.
4. He maintains warm relationships with members of the group. While the leader must be goal-oriented, he must also be people-oriented. He can hope to accomplish the goals only through the active and constructive involvement of the members of the group.
5. He gets commitment and cooperation from those with whom he works; he does this through persuasion rather than through threat or force (such as the authority of his official position). He also realizes that he must have the cooperation of groups outside the school; the schools cannot do the job alone.
6. He effects change and builds organizations for the achievement of meaningful purposes. He is basically an innovator and should be a student of how change is achieved. He must be careful, however, not to encourage change solely for the sake of change.

Vocational and technical education in the United States must take new directions if it is to serve youth and adults and our society. To determine the proper goals, to initiate the necessary action, to establish clear plans and procedures and then to help others work cooperatively toward the achievement of these goals--this is the challenge for the leader in vocational and technical education. He can be expected to succeed only if he knows how to work with people--both within his own group and in other groups whose cooperation is essential.

## New Developments in Vocational-Technical Education

Lane C. Ash

I propose to suggest some new developments in relation to the changing situation in which we live, that is, job requirements, population mobility, nature and composition of the several age groups within our population, socio-economic conditions of the day, rising aspirations of minority groups, and swiftly moving technological advances.

Some indications of the need for new developments were provided by:

1. The Kerner Commission Report which recommended undertaking joint efforts by cities and states to consolidate existing manpower programs to avoid duplication and fragmentation. They also recommend re-orienting vocational education with emphasis on work experience training and the involvement of business and industry.
2. The report of the Committee on Administration of Training Programs which called for more on-the-job training and more residential vocational education centers.
3. The report on "The People Left Behind" which is concerned with rural America.
4. The "Manpower Report of the President" which discusses ways of improving the transition process.
5. The report of the "Poor People's Demands" which is one of the most recent. They demand that funding for educational programs to be granted, or withheld, on the basis of whether such programs permit poor black, brown, or white children to express their own worth and dignity as human beings, as well as the extent to which instruction, teaching materials and the total learning process stresses the contributions and the common humanity of minority groups.

What authority do we have for new developments under the recent vocational acts, as contrasted with earlier legislation? We can do just about anything, in the way of training or retraining, for anybody of any age, and any time, and any occupation that is not professional and does not require a baccalaurette or higher degree. You can't get a charter much broader than this to meet the Nation's ever changing needs. With this in mind, some of the new developments we must address ourselves to include:

1. Enrollment has increased from about 4 million persons from the time of passage of the new Act to 7 million and there have been a great number of area vocational schools constructed, but we still haven't felt the full effect of enrollment increases because the buildings are not usable as yet.

2. The field of health occupations is one of the Nation's number one priorities. There is a shortage of 25,000 licensed practical nurses, 15,000 X-ray technicians, 30,000 medical technicians, 16,000 medical therapists, and 240,000 of all other sub-professional kinds of personnel in the health occupations. This line of business is expected to have a 40% growth by 1975.
3. The area of "special needs" is of ultimate concern to all of us. In 1965 there were 26,000 reported as special needs, in 1966 there were 49,000, and in 1967 there were 81,000 enrollees. These are enrollees in classes organized just for persons with special needs. We estimate there are about 93,000 persons who are disadvantaged in one way or another.
4. Another development of concern is the work being done on curriculum. The National Curriculum Materials Clinic held in Kansas City recommends that the regional offices of the Office of Education serve as clearing houses for materials prepared by the states and by the teacher-training institutions; that regional and National seminars be conducted for state personnel and teacher-educators in curriculum development; that current lists of materials available from the state should identify a liaison person of curriculum materials between that state and the U.S. Office of Education; and that the Office of Education encourage an interdisciplinary approach to the development of curriculum materials in such areas as human development and interpersonal relationships.
5. Vocational guidance is of growing concern to all in vocational education. We just don't have enough counselors to go around. In a typical senior high school or comprehensive high school vocational program a student has to make up his mind, first of all, to enter vocational education. After that decision he has to make up his mind as to what trade he wants to study or what occupation and usually without the benefit of any Federally funded vocational guidance assistance. More than half the people enrolled in vocational education are out-of-school youth and adults who come to the school plant at night and generally when the counselors have gone home. Certainly a forty-two year old man with a family and striving for a better job has had just as many problems that can be assisted by proper kind of guidance and counseling as any typical high school student does. We have a long way to go to serve our clientele in vocational guidance activities.
6. Another development is the electro-mechanical technology curriculum. This curriculum is now being used by about 20 technical institutions throughout the United States where the average enrollment is about 20 each. IBM estimates a need for 125,000 students in this area.

7. There has been a tremendous increase in vocational education programs in junior colleges across the country. The American Association of Junior Colleges has received foundation grants in generous amounts. They are developing their own curriculum materials, they are providing specialists who are helping new institutions to develop, and are helping with advisory committees in all the problems that exist. The technical program is one of the most difficult to launch because the people you have working for you are in a labor shortage area themselves.
8. Another development is the "cost benefit analysis." This is another way of saying a way to determine the optimum allocation of one's resources. Is it more beneficial to put your Federal dollars into vocational education or into the job corps? Or is it better in the long run not to appropriate any Federal funds and let all the boys and girls go through the liberal arts program in high school?
9. Another development we see is the proliferation of agencies which are in our line of business.
10. Another relatively new development is the business of dual boards for vocational education. They are cropping up more and more.
11. A final development is the coordination of education and training activities on the Federal, state, and local levels. No matter what the name of the program, the important thing is that it is operated by people like you. The know-how that vocational education brings to these varied programs is of utmost importance.

Each of these developments have definite implications for vocational-technical education. The future of vocational education rests on how we adapt to meeting the needs of our clientele.

In connection with new development I would like to discuss our concept of the total system of vocational education. The system, as we've called it, consists of the following things: the first of these are the laws. These initiate the programs. They set the purposes and provide the funds. The next one is the regulations--the policies and procedures--at both Federal and state level. I challenge you to examine these regulations because it is in this way that you get to find out what you can do that's new and necessary in vocational education.

Third is the state plan for vocational education. Fourth is something new in new developments, the projected program of activities statement. This is really a socio-economic analysis of the states' plans for the next year for spending Federal and State funds. This must be prepared each year by each state. The fifth in this continuum are the annual reports. There is a statistical, a financial, and a descriptive report due September 1, annually from each state.

Six is evaluation, and we haven't had enough of this. This provides a continuous feedback on all of the previous steps in assistance. Seventh is public information, at which we are not very adept and eighth is research. It is important that the whole system be directed toward the ultimate goal of an educated, skilled citizenry.

It is my belief that the administrator in vocational education, whether it be local, state, or federal, must become an arranger of programs. He is a man who gets to be known in the community, who knows Federal funding of all sorts, knows where the dollars are and for what purposes. He knows reimbursement of various kinds, is acquainted with business and industry, and knows how to employ the skills of other people in behalf of the vocational needs of the people in the community or state.

### An Education System for the 70's<sup>1</sup>

Dr. Duane M. Nielsen

During the past decade, public school education in the United States has been in a state of ferment unparalleled in its history. The population waves started by the war baby boom are now washing through the institutions of higher learning. The demand for diaper services has yielded to a rising clamor for birth control pills. As all of you are well aware, the demand for education has also increased sharply. Just about every parent wants his child to have a college degree. For all segments of society, education continues to be the key to success and equal opportunity. Democracy itself depends upon an educated electorate. Robert Taft - "Unless there is a satisfactory educational basis, there cannot be hope for success in any democratic form of Government where the people are expected to rule and to decide the questions which are placed before them."

Any educational program that takes its task seriously today must consider the world in which its graduates and dropouts will live tomorrow. Let me begin by outlining some of the more obvious societal trends and then summarize some of the issues which all of concerned with the educational process will face during the next few years.

Five major trends have been suggested by Goldberg as having profound effects on education.<sup>2</sup>

#### Trend I

The population of the United States in the year 2000 will be on

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1 Used as a basis for presentation by Duane M. Nielsen--An Education System for the 70's

2 Dr. David Goldberg, Advance Planning Officer, Program Planning and Development Staff, Bureau of Research, U. S. Office of Education

the order of 300 million people, the majority of whom will live in huge urbanized areas and work in mammoth organizations. As population density increases, space and privacy will be at a premium. We will find ourselves in closer contact with more people more hours of the day. While the number of such contacts increase, their duration will decrease due to greater mobility. This is in marked contrast to our agrarian past in which acquaintances were few and friendships grew and matured throughout a lifetime. Moreover, a larger percentage of the work force will be in human service occupations: teaching, nursing, recreation, counseling, etc. Inadequate interpersonal techniques and poor communication skills which were adequate in the past will be ill-suited for life in the future.

### Trend II

With increasing technological sophistication, society and its problems are becoming more complex. At the last turn of the century Orville and Wilbur Wright could design, build, and test an airplane with some basic mechanical skills and a few simple tools. At the turn of this century such an endeavor will require the efforts of hundreds of thousands of highly trained specialists working with sophisticated computers linked by satellites that are literally out of this world. In a word, society is becoming more complex and more dependent on sophisticated problem solving skills.

### Trend III

The per capita consumption of energy is on the increase. We can see it in the H-bomb, the power mower, and the electric guitar. Physical energy can be transformed into power, but there are other forms of power coming into prominence--the power of the mass media to inform or misinform; the power of a government to use or abuse its delegated authority; the power of an individual to create, prevent, maintain and actually transform life; the power of drugs to alter states of consciousness and behavior; the power of computers to direct, control, store, and process information. And all of this increasing power is placed in the hands of human beings, thus demanding a far wiser population than has been necessary in the past.

### Trend IV

The world has been "shrinking" since Columbus and Lindbergh. We have entered a new dimension when the SST puts us in Paris in 3 hours, an astronaut circles the world in 90 minutes, and an orbiting satellite provides virtually instantaneous communication with any place in the world. This ease of accessibility to foreign lands, coupled with improved forms of communication will lead to an even greater number of intercultural contacts. In some of the more affluent high schools over half the student body has already been abroad one or more times. As we move increasingly toward international cartels; multilateral armed forces; world health, agricultural and scientific organizations; a high degree of intercultural sensitivity will be required of all of us.

## Trend V

Most God-fearing, law-abiding, self-respecting men of our age are surprised, sometimes pleasantly so, by mini-skirts and LSD, by electronic music and long hair. And we are due for more shocks because there has been a generational break in values; the day of the gratification-delaying, other-oriented man is over. This change in moral climate, most prominent now among college students, reflects the machinations of many social forces, but two seem paramount. The first is abundance. Never in the history of man have so many youths been born into a world of such material abundance, a world that seems to be poorly suited to the values of the past: "waste not"; "a penny saved is a penny earned"; "a stitch in time saves nine." The satisfaction of material needs has elevated spiritual or psychological needs to a new level of prominence--the need for self-realization--a sense of personal worth--a feeling of belonging and acceptance together with a sense of self-reliance. These are the forces which motivate the affluent society.

The second major factor in the change in moral climate is change itself. Change in business, in clothes, in morals, in science, in religion and in education. The change is abrasive, anxiety arousing, relentless, pervasive, and well publicized. Youth echoes the Angel Gabriel in Green Pastures, "Everything nailed down is coming loose." With this change there is an undermining of authority. Established authorities are losing their persuasiveness and perhaps even their relevance. The questioning of authority is widespread with attacks on the "establishment" and the frequent question "can we trust anybody over thirty?"

In a stable society personal identity is conferred upon the individual. In a changing society, identity is no longer conferred: it must be discovered or earned. The question "Who am I?" is constantly asked. The youth sub-culture, which once sought to submerge its identity in an eagerness to become adult, now asserts its identity in protest against adult culture.

Closely related to identity is the issue of alienation--one of the most persistent words in the vocabulary of youth. This alienation takes many forms, appearing for example, in the impatience with the normal social processes and in an increase of delinquency.

Of course it is difficult to see our youth with objectivity and clarity. Our present students have lived only during prosperity. They do not remember "The War", President Roosevelt, prohibition, the depression or Winston Churchill. Their war is Vietnam, their music is rock and roll, mod, or soul; their political identity has yet to be established.

Moreover, the present students have been raised differently. By comparison with the past, their parents have been permissive; their families have been on the move and many come from broken families. Their relationships with their parents and their peers bear the impact of psychology and psychiatry. They have been influenced by the increased freedom

of expression in the public schools and the increased freedom from taboos and restraints of the press, the movies and television. They have been encouraged and permitted to form their own sub-cultures and the resultant gap between these sub-cultures and The Culture has grown ever larger. The most striking result of this phenomena has been the rejection by many youth of the values, experience and advice of adults; and the misunderstanding of youth by adults who have grown unable and unwilling to establish a meaningful dialogue with them.

As one college freshman wrote recently, "our morals, or lack of morals, show our increasing conviction that there is nothing absolute or dependable in this world, that nothing is real and no purpose is valid unless we make it so and believe in it. There is no God, or if there is, the code that people attribute to him is only an invention of man. There is no country in itself worthy of patriotism, unless its ideals coincide with what we personally feel is just." <sup>1</sup>

With the accelerating rate of change in society, consumption patterns, generational values, industrial processes, and even military strategies are changing. Moreover, due to the increasing interrelatedness of things, changes in any given area are likely to have ramifications for many other seemingly unrelated areas. To meet emerging needs and tap new resources, to facilitate desirable change and constructively resist unwanted change, requires a self-renewing society; "In a world of change the versatile individual is a priceless asset." (John Gardner, *Self-Renewal: The Individual and the Innovative Society*). Our society is dependent upon our educational system, which must itself be self-renewing.

All of these pressures have zeroed in upon that somewhat disorganized and generally static institution that we call the "U.S. public educational system". Its response has been uneven and slow. Important advances in the technology and theory of learning are just beginning to trickle into a small percentage of our schools. What is needed is a greatly accelerated pace of innovation and planned change.

My major purpose today is to argue that a systems approach, pioneered in the defense industry, can be applied to the problems of education, even though we are dealing with a much more complex social system. It is this system, labeled the Organic Curriculum, which I would like to describe in detail now. First, I will spend a few minutes talking about the goals or objectives of an educational system for the 70's. Then let's consider the characteristics of the system which will make the achievement of these goals possible. Finally, I would like to summarize briefly some of the steps being taken to achieve this overall plan.

It is our conviction that any desired educational program should permit the development of basic learning skills together with appropriate entry-level job skills; which qualify students for work. It is not enough, however, for such youngsters to have only narrowly defined job skills; they should be cross-trained in a cluster of occupations. They

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<sup>1</sup> Don Farrow, "Influence of The Liberals" in *Freshman Voices, Student Manners and Morals*, Stanford University, 1966, p. 54.

should also be prepared for their role as citizens and adults. Personal development in such skills as communication, inquiry, and problem solving should make it possible for a student to cope more effectively with man-made environments. While grappling with the outer world, he must derive an inner feeling of satisfaction and control over his own destiny.

In other words, achievement motivation and integrity of self should be enhanced through these learning experiences as well.

The student who graduates from high school should possess the necessary qualifications for maximum flexibility in his post-high school options. He might want to enter a university or college and pursue an academic program. He might enter a community college or technical school and receive post-high school occupational training. He should have the additional option of continuing his education in an adult education program if he chooses. Or he might even decide to go to work. The key point is that none of these options should be closed before high school graduation.

The emergence of a high school program which will ensure the attainment of these specifications or goals will certainly include academic as well as occupational training, but must also incorporate such elements as personal development, work study experience, and career counseling. Even the avocational or school sponsored recreational or social programs should be considered as an integral component of the system. Each of these elements and sub-parts must be defined in terms of their contribution to the attainment of specific performance objectives. (Figure 1)

The integration and interaction of these components will be a result of careful systems design and will emphasize the following characteristics: They will be combined in appropriate ways to insure the most efficient and effective learning for the individual student. Unique learning characteristics and styles will be catered to through the design of individually prescribed learner centered programs leading to the attainment of intervening and specific behavioral goals. Appropriate group and self-instructional devices will be employed to accommodate the individual learning differences among students. The various media to be employed will also be adapted to the learning task. Each student, as far as possible, will be given a feeling of success as he proceeds along the way with each modularized unit of instruction carefully scheduled or tailored to his measured level of attainment. A truly integral curriculum must be developed so that each activity related logically to the next activity and leads to the efficient achievement of adult behavioral goals through alternative pathways geared to the needs of individual students. An "organic curriculum", as envisioned, would necessarily have to be interesting, challenging, and motivating to each student. Furthermore, after thorough experimentation and revision, the curriculum should be capable of replication in a number of different school districts and it should not be much more expensive than today's per-pupil cost.

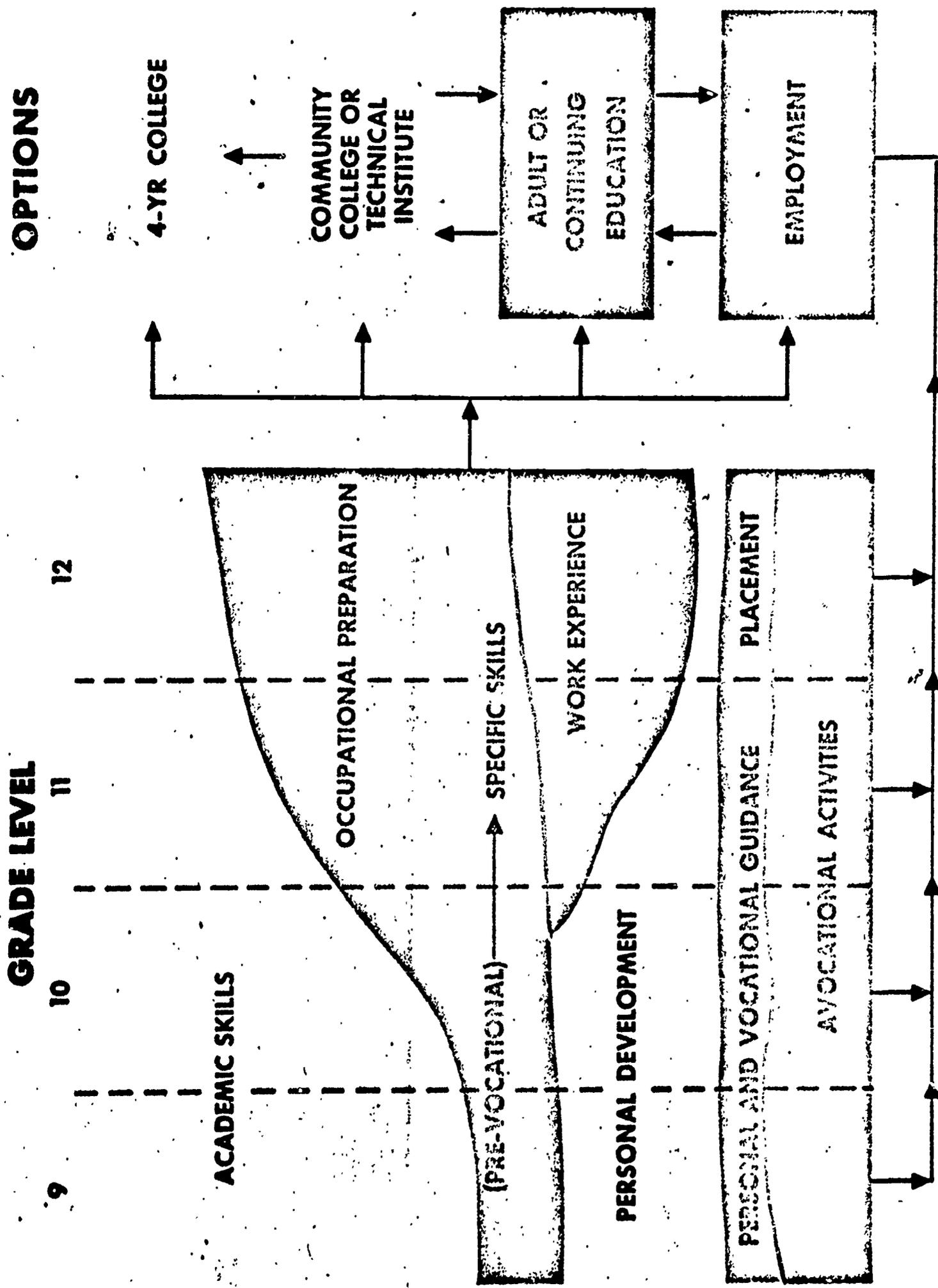


Figure 1

There are many unanswered questions that are being, and must be, researched before such a curriculum can become operational. The problem of logistics and facility design alone are large and complex. How do you control the flow of students through the program without inhibiting individualized learning? Without the traditional Carnegie Units and subjects, how can school accreditation be achieved? As the role of teachers change, will they be acceptable? Would this system work better over a forty-eight week time cycle or should it be confined to the traditional thirty-six weeks? What are the problems involved in cataloguing and comparing the behavioral objectives of various disciplines, with some hope of merging the academic and the occupational? These and many other fundamental questions must be answered before we are able to reach the "Kitty Hawk" phase of what might become a moon shot for education.

To undertake this systematic approach to curriculum design, two levels of strategy have been established (Figure 2). The first describes the pattern for communicating the program not only to the professional groups in education (which are legion) but also to parents and lay leadership at the local school district level.

The second level of strategy begins by stating the program output specifications in terms of behavioral or performance objectives. Without these specifications, there will be no basis for deciding what learning interventions or teaching strategies would be most effective. Initially, the behavioral objectives would be classified in terms of the traditional discipline orientations. Thus, science, math, English, social studies, and vocational education will be approached through involving those who represent the established interest. We predict that a careful analysis and evaluation of the behavioral objectives by discipline will lead to the identification of wasteful redundancies in teaching the same or similar subjects.

More important than redundancies are the gaps. There may be important educational objectives which should be taught somewhere in the curriculum but in fact are not taught anywhere. In the interest of efficient learning it may be more sensible to re-classify some of the objectives into new groupings that are independent of the disciplines from which they were originally derived. For example, the principles of scientific method may be better taught in an office occupations or food service course than in physics.

Let me digress for a moment. Two problems immediately confront us as we attempt this massive effort at specifying behavioral objectives. First, not all of the goals that students should achieve can be defined in terms of specific observable behaviors. Second, no single catalogue of objectives will be acceptable to all schools. We hope, however, that there is a greater degree of commonality in the objectives across districts and regions than is presently supposed. To insure that these objectives will be acceptable to the schools with which we work, it is essential that subject matter experts work intimately with the classroom



teacher and the local curriculum planner. Writing behavioral objectives is a demanding task and it is essential that experienced behavioral technologists be centrally involved. It is also important that appropriate representatives from the professional organizations such as the National Science Teachers Association, The American Vocational Association, or the American Association of School Administrators be included. Thus, the Office of Education will be involved in bringing together teams of scholars made up of behavioral scientists, subject matter specialists, classroom teachers, and professional society representatives.

As an alternative strategy for the development of performance objectives, the Bureau of Research will attempt to identify the one or more promising sources in the various subject matter fields and encourage them to submit proposals for development and classification of objectives by these fields. Proposals are currently being processed for behavioral objective definition efforts in the following disciplines: mathematics, science, communications, humanities, social studies, vocational education and personal and social skills development.

Following the specification of the performance requirements, the synthesis of behavioral objectives among the various disciplines will be undertaken. A standard vocabulary or glossary of action words will be developed as a basis for coding and classifying the various objectives identified. Each objective will then be classified in terms of the process of learning described. Sets of objectives will be spelled out with specifications for both the interim or intervening objectives as well as descriptions of how one set of objectives can be related to another. Because some sets of objectives are likely to be finished before others it should be possible to develop the learning materials and the interventions well before the total effort at establishing behavioral objectives is completed.

Moving now to the next step in our plan for implementation, we will concentrate our efforts on the development of appropriate materials, the selection of media, and the development of measurement instruments. The testing of a sub-system of this model is underway at the Naval Academy at Annapolis involving three subject matter areas: economics, psychology, and physics. Once the sub-system in these subjects has been tested and validated it can then be used to develop other sub-systems or learning interventions at the high school level. You will note that we call for the intensive training of teachers following the development of appropriate materials and media. This then leads to the installation of the new curriculum in the pilot schools.

To date a number of these prescribed actions have taken place. Seventeen school districts (Figure 3) have been selected representing old, new, small, large and geographically distributed school districts around the country. Each district was asked to assign a person to a two week training program held last summer for the purpose of providing orientation and a thorough grounding in the principles associated with the organic curriculum. Incidentally, each of the seventeen network school

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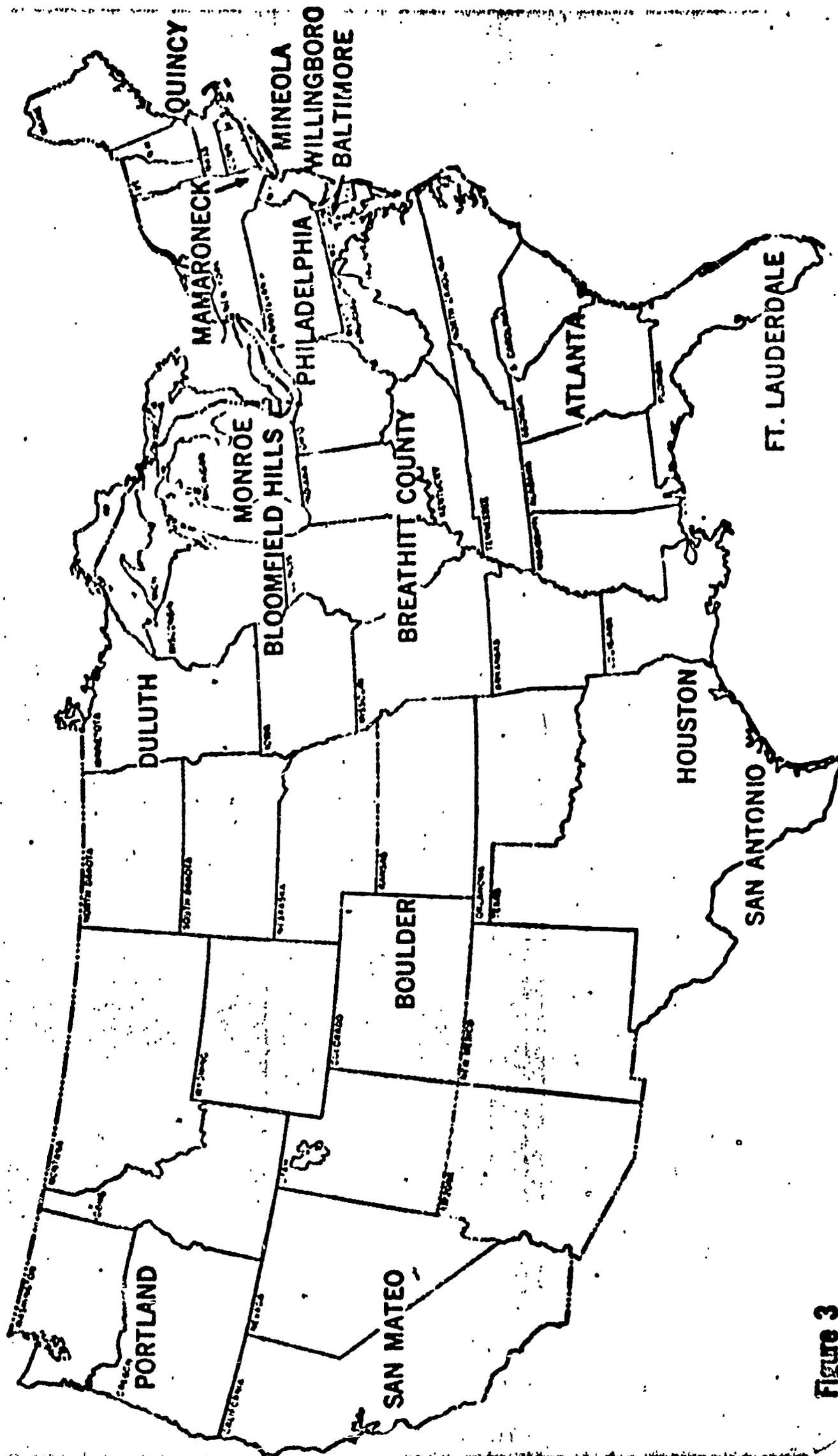


Figure 3

districts has a coordinator assigned full time to the task of providing liaison with the other school districts making up the network and coordinating the implementation and testing of curriculum materials once they are developed. Each coordinator was selected by the school superintendent as his designated representative for implementing the program over the five year time period allotted to this endeavor. Periodic meetings have been and will continue to be held on a national level attended by Office of Education representatives, superintendents, coordinators, members of the Board of Education for host communities, State Department of Education representatives, local university representatives, etc. Meetings have already been held in Fort Lauderdale, Florida; Duluth, Minn.; Atlanta, Georgia; and New Orleans, Louisiana. These meetings provided an opportunity for both formal and informal exchanges and aided the development of communication linkages among the network schools. During this first year of effort while the behavioral objectives are being developed, each school district is preparing for the subsequent introduction of the new curriculum.

In all, our strategy calls for a five year plan which will require an investment of \$30,000,000 over the next five years. The network schools will be looking for funds from other sources such as private industry, foundations and other governmental agencies to carry the major burden of cost (Figure 4). Incidentally, at the present time we are funding a number of projects involved in developing ES'70 often times with other government agency support including the Department of Labor, Department of Defense, Office of Economic Opportunity, Public Health Service and The National Science Foundation. Manpower resources are as important as dollars. It is only through the involvement of various interest groups and resource personnel that real progress on a massive scale can be made.

I have now covered in capsulated form the various steps to be undertaken in the unfolding of this major curriculum effort. In conclusion, let me review briefly with you this systems approach to meeting present day demands of public education in this country.

What are the major elements of a systems approach envisioned by ES'70? First, the system must be described in terms of the student's background characteristics or inputs, such as his motivation, aptitudes, and career objectives. (Figure 5) Characteristics of the system can be generally described as learner-centered rather than teacher-centered. By careful pre-planning and comparison of the likelihood of pupil success the most suitable material and technological resources will be utilized within the context of an individualized curriculum.

Individualized study can be implemented through the expanded utilization of flexible scheduling. All study patterns should be directed toward the attainment of interim behavioral objectives as individual students progress through modular units of instruction toward adult behavioral goals.

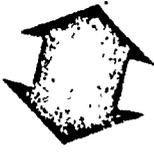
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**CITIZENS  
GROUPS**



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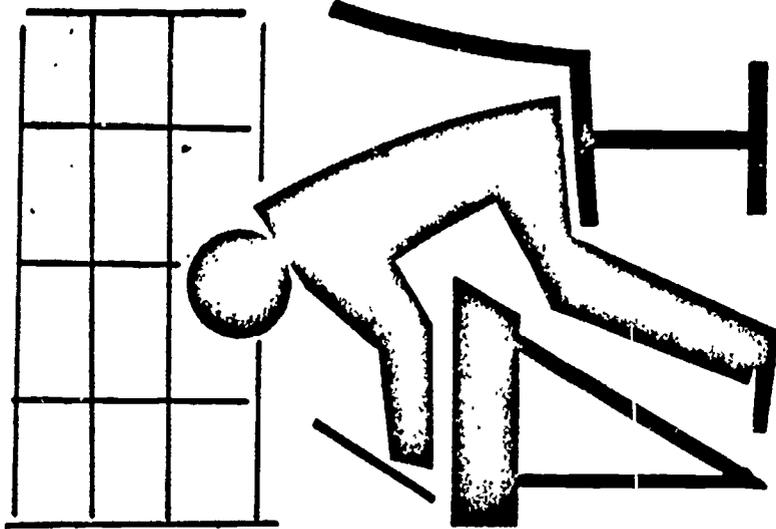
**PROFESSIONAL  
ASSOCIATIONS**



**UNIVERSITY AND  
COLLEGE STAFF**



**OTHER AGENCIES AND  
FOUNDATIONS**



**Figure 4**

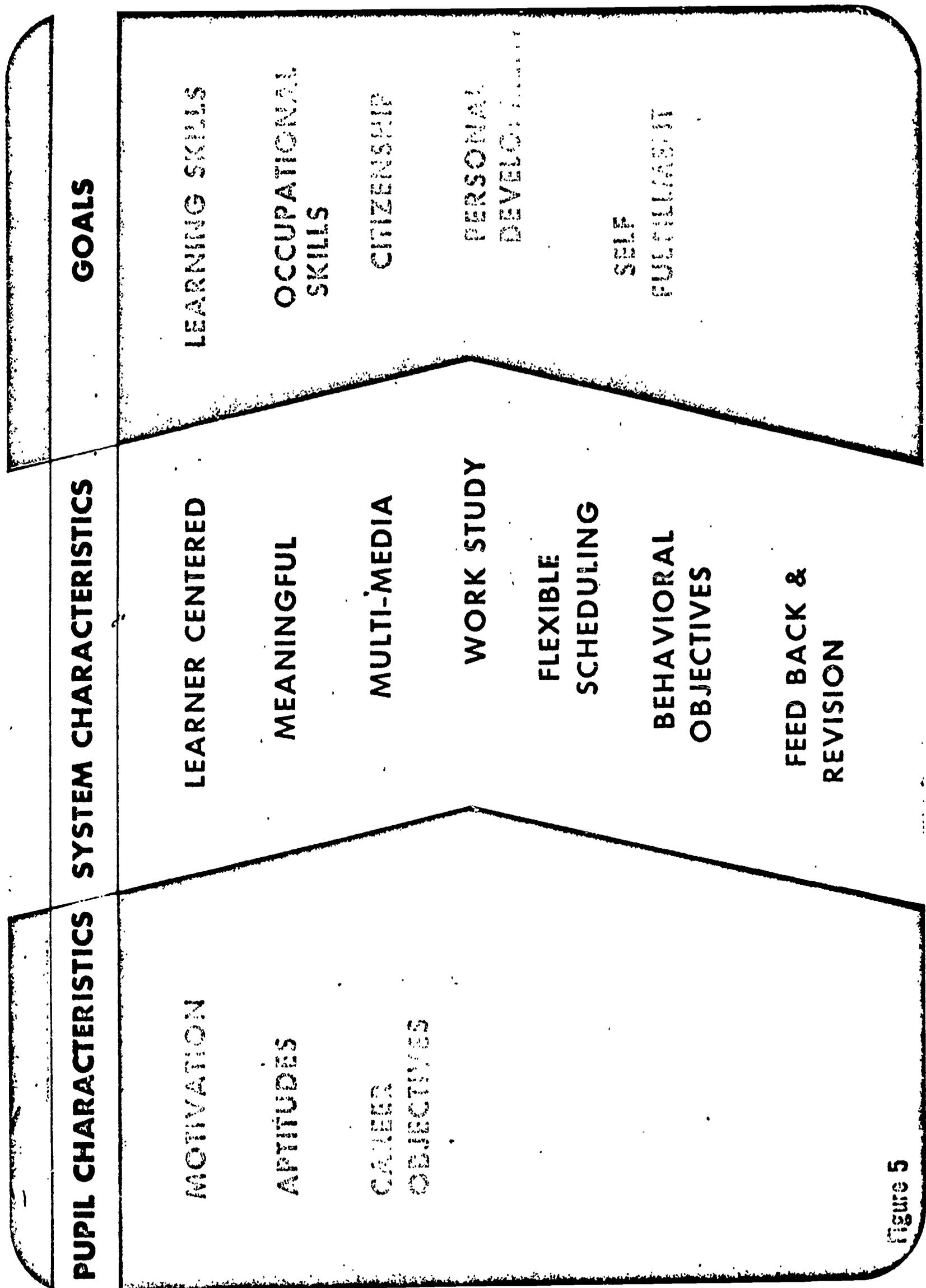


Figure 5

By improving the progress assessment tools available to the profession, interim and final results can be more candidly and effectively measured.

A systematic emphasis on participation, persuasion and information sharing can go a long way toward coordinating the separate elements of the system while dispelling the fear of federal authority.

Mobilization of specialists in the areas of mathematics, science, communications, humanities, social studies, vocational education and personal and social skills into a flexible network of program development and information sharing together with needed dollar and manpower resources will enhance the chances of success at each of the critical phases in the implementation of the program.

To sum up, what I have been describing is a new kind of educational program which incorporates the idea of a continuous progress curriculum with instructional techniques that emphasize the active involvement, the positive achievement and self-direction of students.

The excellence and variety of the educational program depends to a large extent upon our creativity and financial resources. But I think our nation possesses these assets in abundance.

#### Characteristics of Persons with Special Needs

James W. Warren

Vocational educators along with all educators received one of the greatest challenges and opportunities to be bestowed on education when the Vocational Education Act of 1963 was passed into law. On vocational education the nation had placed the prime responsibility of providing for the occupational training needs of all people of all ages who want and need education and training for occupations that match their interests and abilities.

The Vocational Education Act of 1963 in Section 4, part (a), item (4), states funds are to be used for vocational education for persons who have academic, socio-economic, or other handicaps that prevent them from succeeding in the regular vocational education program. The Act also provides in the same section ancillary funds which include among other items, funds for demonstration and experimental programs. Section 13 of the Act provided funds to support a program of work-study for those youngsters in need of financial support to begin and/or continue their vocational training.

The President's panel of consultants on vocational education pointed up the needs of special groups that had not realized nor had adequate

vocational education opportunity in the past. These groups depended upon the possibility of employment in low-skill level jobs or induction into a branch of the Armed Forces. Their employment possibilities are all but gone today because (1) automation had done away with most of the entry or low-level types of jobs and (2) higher requirements by the armed forces have tended to eliminate the possibility of induction for individuals with little education or skill training. The possibility of providing for the occupational training needs of these special groups lies within the Act.

Persons in these special groups and those unable to succeed in regular vocational education programs we call or refer to them as the disadvantaged, the academic, socio-economic handicapped or those persons with special needs. They are those individuals who have not been able to tune their ways of living to the spirit and practice of modern life. Their condition or situation may have been caused by their cultural environment, race, physical condition, mental ability, emotional stability, or any combination of two or more of these factors.

Some of the groups that are generally considered to be in the disadvantaged classification are: the American-Indian, the Mexican-American, Migrant Workers, the Negro, the Puerto Rican, those living in extreme rural areas, the sick and/or disabled, those unable emotionally to meet the strain of our complex industrial system, and those living in economically depressed areas such as certain areas where human and natural resources are no longer required by industry.

#### Characteristics of Persons with Special Needs (the disadvantaged) -

Persons with special needs (disadvantaged Americans) are characterized, first by being on the outside of the mainstream of American life. Second, they are limited as to their opportunities to develop their potentialities to the fullest. Limitations of these Americans are usually the result of family income, educational background, occupational background, race, religion or national origin. These limitations, either one or more, set into motion a cycle of cultural, educational, and economic deprivation.

From strong evidences there seems to be a tendency for these individuals to perpetuate their condition from one generation to the next. It is almost impossible for individuals to ever find their way out of these situations unless society breaks the cycle by providing (1) educational opportunities, (2) employment possibilities and (3) adopting a more enlightened attitude in human relationships.

These disadvantaged individuals are thought of as being part of "the other America," the America that very few of our U.S. citizens are familiar with. Most citizens do not have anything to do with or very few dealings with individuals imprisoned by the perpetuating limitations which cause and make the disadvantaged. There are few dealings across ethnic

or racial lines, with the afore mentioned disadvantaged groups. In fact, there are few reasons for relationships with members of "the other America." Therefore, the personal experiences of most citizens would lend little to establish a basis for understanding of their fellow citizens and in most cases they have little concern for the welfare of others. Yet all that many of the disadvantaged need is a measure of encouragement and support in their efforts to enter the mainstream of American life.

There are numerous characteristics that the disadvantaged display. The authorities have many listings and classifications of their characteristics.

For a few minutes attention will be given to identifying characteristics of persons with special needs in four areas:

- I. Characteristics of those with special economic needs
- II. Characteristics of those with special social needs
- III. Characteristics of those with special physical needs
- IV. Characteristics of those with special academic needs

Characteristics that point up persons with special economic needs (I) -

1. Economically illiterate
2. Heads of families lack adequate employable skills
3. Opportunities do not exist for employment of more adequate skills
4. Unable to cope with mechanization
5. Environment does not promote skill development
6. Few, if any job choices
7. First to lose job
8. Dependent upon seasonal work
9. Irregular employment
10. Reluctance to accept responsibilities associated with advancement
11. Limited interest in steady employment
12. Reluctance of employer to hire
13. Work experiences are more expendable

14. Face a labor market of reservation
15. Face discrimination
16. Inadequate income
17. Limited resources
18. No bargaining power
20. Poor health
21. Dependence upon public assistance

Characteristics that point up persons with special social needs (II) -

1. Isolation from the mainstream of life.
2. Tendency to be forced to remain on periphery of the community
3. Accepted as being separate and apart
4. Constant fear of repercussion
5. Taught values but denied legitimate means of achieving
6. Lack of exposure to minimum standards of enlightenment and culture
7. Taught that people are different, therefore they should act accordingly
8. Dependence upon services offered by social agencies
9. Absence of a voice in policy making
10. Acceptance of status quo
11. Failure to exercise the rights of a citizen
12. Remembers only evils of the past
13. A belief that the individual has no worth
14. Plagued by a negative self-image
15. A feeling that no one cares
16. Suspicious and hostile toward man-made laws
17. Lack of successful adult "models"

18. Lack of participation in youth organization

19. Change residence often

Characteristics that point up persons with special physical needs (III) -

1. Poor general health
2. Poor health practices
3. Patients are often treated according to their ability to pay
4. Definitions of health terms are different
5. Treatment of illness is not prescribed through medical channels
6. Poor sight
7. Poor hearing
8. Dental troubles
9. Under nourished
10. Lack of proper sleep
11. Loss of sight - hearing
12. Loss of limbs

Characteristics that point up persons with special academic needs (IV) -

1. Products of environments which are not conducive to learning
2. Poor educational background
3. Learn at a different rate from the majority of individuals
4. Level of I.Q. is below 90
5. Discontinued school for a good reason
6. Experiences are narrow
7. Limited travel experience
8. Continued involvement with people like themselves
9. Discriminated against as ethnic groups
10. Lack exposure to minimum standards of enlightenment and culture

11. Lack of finance
12. Must have and see immediate progress being made toward a goal
13. Plagued by a negative self-image
14. Low-level reading ability
15. Limited formal vocabulary
16. Poor speech and diction
17. A negative individual attitude
18. Slow in intellectual performance
19. Have few successful school experiences
20. Poor attendance records
21. Low intelligence scores
22. Learns slowly
23. Lack parental interest or guidance

In getting to know and dealing with persons with special needs it will be recognized early that they rarely have just one special need but several, one begetting another and another.

The Seminar for Supervisors and Teacher Educators of Teachers of Persons with Special Needs - University of Kentucky, June 12-23, 1967 developed the following guidelines on the Characteristics of Persons with Special Needs:

1. Youth with special needs, especially those residing in depressed rural areas, consider themselves adults by the time they reach their teens. Thus by the time most of these youth enroll in vocational programs they feel they are ready to go to work, marry, etc; school is "kids' stuff." In other segments of society, particularly the middle class, this adolescent period functions to prepare youth for adulthood. As a result, this self-concept perpetuates youth with special needs - youth inadequately prepared to function in the existing technological society.
2. Persons with special needs are oriented to the present as opposed to the future--to getting--by versus getting ahead. Almost all family resources are used to provide the necessities: food, housing, and clothing. Planning for the future is almost non-existent - for there is nothing to plan with. Thus educational

offerings that will be useful ten years from now, is a concept that is meaningless to these persons and most often rejected. This orientation of immediate gratification is inherent in the value structure of disadvantaged youth and adults and one that must be fully understood by educators.

3. The environment of youth with special needs lacks stimuli that develop verbal, cognitive, and perceptual skills; and these are essential skills for success in the traditional educational system. Since significant adults in this environment have often achieved a minimal amount of education, they are frequently unable to read to their children, answer questions for them, etc., all which help to develop these skills. Thus the disadvantaged learner often learns slowly, but is not a "slow learner." He often possesses a high ability to learn. The skills necessary for learning are what they are lacking. He needs to know how to learn, as well as have an opportunity to practice learning (i.e., a stimulating environment).
4. Congruent with the value system, the life style of persons with special needs reveals an emphasis on the pragmatic and materialistic. Concrete objects and situations are highly valued. This characteristic of the value system is also transferred to the educational system. Practical and useful (pragmatic) educational endeavors are consistent with the value systems of persons with special needs and are thus more highly valued. Thus concrete and practical rewards often serve to motivate learning; concrete learning situations (manipulation of objects, educational media) often provide intrinsic motivation.
5. Most disadvantaged persons value education. They feel that they "must have an education" in order to attain the things they do value (a good job and numerous materialistic items). In other words they value its practical significance. On the other hand they do not value "school." They view school as "offering nothing," and thus it becomes a constant source of frustration. The traditional academic orientation of the school does not relate to the "real world"--as the disadvantaged view it.
6. Most disadvantaged youth desire to improve their situation, and thus have goals for achieving a stable occupation.
7. The disadvantaged student learns through a concrete approach--less emphasis on abstraction, fewer concepts, emphasis on the manipulation of objects, etc.
8. The parents of disadvantaged youth are often poor models. They are frequently out of work or engaged in occupations that will not exist for the next generation.
9. Maintaining status within his peer group is often one of the

10. Disadvantaged youth and adults feel alienated from society and view life as a situation where there are no alternatives. They feel that they are powerless in controlling the outcome of events that make up their lives.
11. Disadvantaged youth are often very creative--especially when compared to middle class youth. Middle class youth generally conform and follow rules and thus lack creativity. On the other hand, the disadvantaged youth's creativity is often channeled in a socially unacceptable way such as delinquency.
12. The mother is the most meaningful (and many times the only) figure in disadvantaged families. This indicates that notions of change, aspiration, motivation, etc., should be fed through her.
13. The people of depressed rural areas emphasize kinship relationships. Loyalty to the family takes precedence over all other segments of the population. Thus all of society's other institutions - school, government, etc., are often viewed as a threat to the traditional family function.
14. The social institutions (education, government, religion, family, etc.) of depressed rural areas reflect and also tend to perpetuate the existing situation.
15. Persons residing in depressed rural areas frequently lack the knowledge of employment opportunities in and an understanding of the functioning of modern technological society.
16. Persons with special needs are generally characterized by physiological problems (i.e., inadequate diets, infected teeth, upper respiratory infections from living in crowded conditions). These problems are directly related to interest in school and learning.

The necessity of knowing about and having concern for those persons having special needs characteristics would seem to point up certain implications to vocational educators:

1. Each state division of vocational education should be developing its accepted grouping and/or classification of characteristics of persons with special needs.
2. Each state division should develop a set of guidelines on the characteristics of persons with special needs.
3. An understanding should be developed as to who the school personnel should be that will have the responsibility of identifying persons with special needs.

4. A major session of all conferences, seminars or workshops for teachers of persons with special needs should give specific attention to characteristics.
5. Pre-service as well as in-service education for vocational education teachers should include characteristics of persons with special needs.

Many people whom we know and recognize as being successful have had at least one and some several of the characteristics of persons with special needs which we have talked about. It is further important to realize that not all special needs students will remain as students with special needs or will need to be in the next class for persons with special needs.

#### State Vocational-Technical Education Research and Evaluation Programs

Herbert Righthand

One of the major contributions to vocational education made possible as a result of the criticism of the President's Panel of Consultants, the Vocational Education Act of 1963 and the action of the U.S. Office of Education was the assistance provided for the establishment of Research Coordinating Units. These units attempt to question existing practices, experiment with new approaches and develop yardsticks applicable to vocational education.

This support of research is a great step forward. Yet in terms of the vast funds spent in all phases of educational research, the funds available under Section 4-C of the Vocational Education Act of 1963 is the trite, but accurate "drop in the bucket." The appropriations for 1968 provided \$13.5 million for vocational education research, or approximately 15% of the total USOE research budget. The request for 1969 appropriations as approved by the Bureau of the Budget is \$15.7 million or approximately 11% of the total requested budget.

It is essential that the research conducted in vocational education make some impact on vocational education. The questions and problems faced by the administrators and teachers in vocational education should provide the frame of reference in which vocational researchers operate. Just as research should contribute to the planning of vocational education, the selection of the problems for research should be planned according to the needs of the operational staff. To insure that research funds and efforts are not used for routine reporting, "white-washing", or operational activities, the administrator must accept the challenge of a questioning attitude and objective evaluation and investigation. The researcher who may be intrigued with the question of whether left-handed teachers are more effective, must consider the limited source of

funds and ask the administrator if this is the burning question that needs answering.

The vocational State agency bears a variety of responsibilities in its relations with local school systems. These responsibilities may be regulatory in such areas as teacher certification or in those aspects defined by Federal or State law, the State plan or other regulations or guide lines. The State bears a fiscal responsibility to local units. The financial support provided by the State Department of Education may be through specific categorical aide resulting from Federal and State acts. One of the most vital roles that the State Department of Education has is that of providing leadership and consultation services.

In order to provide these services in a meaningful manner, it is essential that the State develop its practices in an organized and structural manner. It must plan, evaluate and replan. Plans should be developed on a long and short term range and based on objective criteria. Too often, programs are developed on the basis of historical precedent, incidental or "follow-the-pack" criteria. If it has been customary to offer the carpentry trade in a vocational-technical school, then it is included; if a capable instructor or excellent physical facility is available, a program is established accordingly; if it seems that many technical colleges are offering a program for Inhalation Therapists, then this becomes part of the curriculum offered.

This pattern of status quo or follow-the-leader activity can be noted in teaching methods, student selection, teacher education and certification, administrative procedures and many other facets of education. On the other hand, the educators who are trying to free themselves from the stereotype and seek innovative approaches primarily because they are innovative, are not advancing the educational technology. Innovation for innovation's sake, without the direction provided by careful research and planning and objective evaluation, constitutes a step backward, rather than forward.

It is therefore essential that the State agency of vocational education accept a key role in vocational research and in program evaluation. Through the findings of these activities the State agency will be more effective in carrying out its role.

Research in vocational education may be theoretical or applied. It may deal with theoretical problems concerning the basic philosophy of Vocational Education, aspects of occupational choice, job success and satisfaction, methodology relative to research techniques or other fundamental aspects of vocational education. It may seek answers to questions dealing with specific practices such as the need for establishing an area vocational school, the desired curriculum, the teacher requirements, the methods of teaching, the relationships with sending schools, student selection and placement, program effectiveness, etc.

The development of new programs in vocational education, as well as the effective continuation of existing programs, must be based on the knowledge of the manpower needs of business and industry and the needs of students. These analyses of manpower needs and the student population, whether obtained through Employment Security Agency or studies conducted by the RCU or universities should provide the data for the projection of activities required of all State vocational agencies. These data should be valuable to local administrators planning new facilities, programs or interested in "up-dating" existing programs.

Investigations are generally "head-counting" studies and are projected for varying periods ranging from one year to ten. Though this information is vital it is of limited value. Student population studies should consider the number of students not being served through existing programs, projected numbers, and the range of interests and abilities of the students. The manpower studies should be extended to provide a clear job analysis of the occupations being reported so that appropriate curricula can be developed. This analysis should also provide a basis for determining whether preparation for an occupation is best provided at the secondary or post-secondary level.

Research must be involved in studies of student selection, effectiveness of teaching methods, optimal shop of laboratory exposure, preferred construction and physical facilities, curriculum development, teacher preparation, public attitudes towards vocational education and many other aspects of vocational education.

In order to improve the quality of research, studies seeking improved methods of conducting investigations must be conducted. To avoid the dust collecting stigma of so much educational research, the findings should be disseminated. The professionals who are in a position to utilize the results should be made cognizant of the studies. The research unit can also function as an informational service unit or library of information. It may have answers to the questions asked by vocational educators and if the answers are not available, the researchers can review the literature or institute a study to obtain answers.

Research and evaluation are not synonymous and there are some situations where each follows its separate path. However, generally it is found that evaluation is essential to research and research is essential to evaluation. For instance, a study in which an experimental design introduces two matched groups, exposes one to a new method of teaching, while maintaining a status quo situation for the other group, must be completed by some measurement or assessment of results. A study dealing with the predictive value of standardized tests must develop an evaluative criterion in order to measure the predictive value. Studies of curriculum, teacher preparation, physical facilities and so forth, must contain some evaluative criteria by which the effectiveness or lack of effectiveness can be measured.

Another area of involvement on the part of research is in pilot and

experimental programs. Too often the term "pilot program" is applied to any new program. There is no control of the experimental or innovative conditions and little, if any, evaluation. An administrator introducing a pilot program must understand that this designation indicates the experimental and innovative nature of the program and it is conceivable that the new conditions may be effective, may need modification or may be completely ineffective. It is therefore essential to involve research staff in order to develop the design for the experiment and identify the criteria for evaluation.

These represent some examples of the involvement of evaluation in research. As indicated, research in turn has a contribution to make in evaluation. Any discussion of evaluation must consider the philosophy of vocational education, the long term objectives and the short term goals. Even the question of short and long term objectives can provide a topic for research. For instance, if obtaining a good mark in a shop subject is considered an immediate goal, what is the relationship between this mark and eventual career success? Even the question of factors that indicate success in employment need study.

Evaluation may be described as consisting of the following steps:

1. Description of the educational objective for evaluation
2. Identification of measurable criteria related to the objective
3. Development of an instrument for measurement
4. Identification of the techniques for conducting an evaluation
5. Establishment of interpretative techniques

These five steps identify only the key approaches typical of an evaluation program. Just as essential in the development of an evaluation program are the customary procedures involved in all types of studies; namely, the statement of the problem and the review of literature. (The latter might result in a reduction of the four key steps.) Following the interpretation, a summary of the technique and recommendations for implementation would be important.

This technique of establishing an evaluative procedure may be applied in many phases of vocational education. As indicated, it may be built into the design of an experimental program. It may be applied to the students and graduates of vocational programs through graduate follow-up studies or the development and application of achievement measures. Graduate follow-up evaluations may be as limited as an annual placement record or as extensive as a five or ten year follow-up seeking a wide variety of statistical information from graduates, perhaps including the former students evaluation of their school experiences. Studies of this

sort are essential and should be conducted, but because of the time and cost factor, more immediate measures are needed. Achievement measures, employer evaluation and effectiveness of immediate placement provide some evidence of the contribution of the program.

It is essential that evaluation be a continuous process and not one that is applied at completion or after graduation. An "in process" or program evaluation should be conducted so that indications of the quality of the program may be observed and if necessary acted upon. In this type of evaluation, having described the educational objective, it is necessary to identify the criteria to be measured. These may consist of analyses of the physical facilities, equipment, teacher qualification, student interest, availability of appropriate related instruction, guidance services, use of advisory committees, enrollment, student placement, etc. These are some of the items for which standards have been set and which are considered contributory to quality programs. Another evaluative criteria which must be considered, is the cost factor. Evaluation of programs cannot be conducted in an ivory tower atmosphere. The evaluators must realize that the program with all indications of being effective may not be reasonable because of the cost. It may also be discovered that there are means of achieving the same success at a lower cost. The present financial austerity existing at all levels of government makes it mandatory that evaluation consider a cost benefit and cost effectiveness analysis.

To apply some of the principles mentioned previously, a concrete example of the development of an evaluation program will be explored. The State of Connecticut utilizes two approaches in the evaluation of vocational programs. These approaches do not differ in their objectives, but do differ in terms of scope and technique. One measurement procedure being used is a technique which has developed over a period of fifty years. This involves the evaluation of the State-operated area vocational schools. Since the State has the operational responsibility, these evaluations are broader in scope and place the State in the role of an administrator conducting an evaluation. Since these schools are vocational-technical high schools, the total programs, consisting of general and related education, trade programs, guidance services and administrative procedure are considered. Each school is evaluated at least once in five years. Interim evaluations of staff and graduate placement are conducted continuously. The evaluation team consists of Central Office State staff plus teachers and administrators from other area schools. In view of the fact that the State of Connecticut is unique in its role as an administrator of schools, this technique is not too meaningful to most states, though it may be of value to cities, counties and regional boards.

The second approach to evaluation may have greater meaning to other states. This technique was developed about a year ago by the State staff with the RCU taking the leadership role. With the bulk of the vocational programs concentrated in State-operated schools, Connecticut was a novice when, as a result of the Vocation Education Act of 1963, it moved into the field of encouraging the establishment of vocational programs in local or

comprehensive high schools. The flood of monies which by now has become a trickle, led to the establishment of many programs, some well developed and some of a questionable nature. State and local administrators made mistakes and it was felt that after three years of development it was time to take a look at the programs and assess the progress.

The first step was the identification and clarification of performance goals for each subject area. These goals became a part of the evaluative instrument and all judgements were made in terms of these goals. The school was also asked to identify the specific objectives of the particular program. Not only were the goals of the vocational programs identified, but a set of objectives for the evaluation itself were developed. The purposes of the evaluation were identified as follows:

1. Learn which techniques have proven effective.
2. Enable districts to recognize strengths and weaknesses.
3. Possibly aid in redirecting objectives.
4. Aid in establishing criteria for future evaluations.
5. Assist teachers, supervisors, and administrators in self-assessment of their VEA program(s).
6. Assist the personnel of the Division of Vocational Education in locating areas which may need attention toward meeting requirements of the Vocational Education Act of 1963.
7. Upgrade instruction with relation to the stated occupational and educational objectives.

The development of this evaluation technique was through a team approach involving researchers, program developers (generalists) and subject area specialists.

The second step was the identification of criteria to be noted in evaluating a program. The criteria selected were those items easily identified and measured, as well as those items for which the State has some responsibility. This meant that many significant indices could not be included. For instance, the long term effectiveness of the program in terms of successful graduate careers was not included, though the effectiveness of immediate placement was weighed. The specific evaluation of a teacher's competence and methodology was left to the local administrators. However, the effects of good teaching or bad teaching were observed through other measures.

The criteria selected for evaluation include the following:

1. Number of students enrolled.

2. Graduate placement effectiveness.
3. Use of advisory committees.
4. Extent to which program met needs of students of different abilities.
5. Adequacy of related instruction.
6. Technique of student selection.
7. Effective use of vocational guidance.
8. Appropriateness of physical facilities.
9. Effective use of equipment.
10. Safety instruction.
11. Leadership and citizenship provisions.
12. Use of resource materials and people.
13. Use of field visits.
14. Certification of teachers.
15. Teachers' schedules.
16. Student reaction to program.
17. Reporting practices.

The next step was the development of an instrument for the measurement or rating of the above items. Some criteria were represented as an absolute number (enrollment), others as a percentage (graduate placement). A scale as recommended by a National Study of Secondary School Evaluation was applied. This set of ratings ranged from 5 (excellent) to 1 (poor). In addition, an M was used for missing data and N for "does not apply."

Since these items are not of equal weight and not additive, a summary evaluation page was included which enabled the evaluator to identify the strength and weaknesses of the program and add his recommendations for improving it.

At this point, it was necessary to detail the techniques of applying the evaluation. It was decided that all local reimbursed programs would be covered and superintendents of schools were notified of this policy. The subject area specialists were responsible for conducting this assessment while the program developers were responsible for the total vocational

program evaluation in a school district. These evaluations were to be conducted openly, with the knowledge and cooperation of the teachers and administrators.

The final stage of interpreting the findings varied according to findings of the assessments. In most programs, in which generally good practices were present, a conference between the teachers and State department representative would provide the avenue of discussion of the findings. In situations involving major problems, a conference involving the principal, superintendent and State Department staff was scheduled and all evaluations were reviewed and recommendations considered for action.

This program of assessment was utilized this year and there remain additional steps to be taken. One is a summarization of all the findings. For instance, it has been noted that many potentially good programs suffer from a dearth of students. This identifies an acute need for improved guidance, selection and pre-vocational programs. In some cases, programs have been developed beyond the number of students available, resulting in low enrollments per program and in still other school districts, large numbers of students have too few vocational programs to choose from. In order to properly assess the extent to which a program is meeting the needs of the student body, a "target population" study was conducted by the RCU. This identified the percentage of seniors enrolled in college preparatory, business, distributive and other programs. The core of uncommitted students was identified as the "target population" and provided a yardstick for evaluation. Finally, since this instrument and technique was a first of this sort to be applied in Connecticut, several shortcomings in the assessment tool and in some of the methods have been identified and changes will be made to improve the total evaluative procedure.

In summarization, this presentation has attempted to show the function of research and evaluation in relation to the planning and operation of vocational programs. The closer the relationship of research to the problems of planning and operation, the greater will be the impact of the findings be. Further, as evaluation is applied on pilot and operating programs, research studies and even evaluation techniques; vocational programs will become more effective. Research, evaluation, planning, and operation must not be separate aspects, each following its independent course. They must be integrated in an active program in order to achieve or maintain quality in vocational education.

The Appalachian Center Program on  
Leadership Development and Vocational Education

Dr. Ernest J. Nesius

The opportunity to prepare this paper about the work of the Appalachian Center of West Virginia University in assisting with leadership development in vocational education provided the opportunity to review the

many activities, over the last several years, given special attention in getting to the question at hand. Presumably, West Virginia is similar to other states in that insufficient numbers of technically trained young people are being trained to underpin the college trained graduate. Furthermore, the need for the local and state leadership to be aware of the needs of youth and adult training, as well as the needs of our country, continues to be one of the major on-going problems of our time.

First, I wish to explain the nature of the West Virginia Center for Appalachian Studies and Development, called for short, the Appalachian Center.

It was formed as a unit of West Virginia University in 1963. The then president of the University, Dr. Paul A. Miller, believed that the eight various units serving off-campus situations should be consolidated into one administrative group. Included were the Cooperative Extension Service, General Extension, various continuing education units, a labor education unit, a research and development unit, and international programs.

Dr. Miller felt that the University should play a vital part in the progress of the State and to do that its separate parts should be coordinated. It was my honor to head this complex. An important part of the arrangement was the research and development unit placed there with the thought that it should carry out applied research on the problems of the State, which, in turn, would provide grist for the extension mill. This arrangement has proven to be a solid idea and highly satisfactory.

The point should be made clear that the University Appalachian Center has not been carrying out a vocational education program but instead it has assumed the role of a helper through creating a favorable climate, arrangement of classes, and carrying out related investigations. Most of this paper will be directed to these three roles. Further, the Appalachian Center has not received any funds through the Vocational Education Act. We recognize the great need for attention and thus we organized some effort to support the need. We would like to do much more.

Is West Virginia unusual to the extent that only 12 out of 100 students rising to the eighth grade will get through a four-year college? As one can easily see, a major need is to advance the educational level of young people, as well as adults, as far as possible within the means of our influence. Therefore, our chosen projects are aimed at the facets of the problem which are considered critical and where some assistance can be given.

The role played by the West Virginia University Appalachian Center may be placed into two categories; namely, (a) direct involvement in program development, and (b) stimulating further activity. From here on, I will identify the programs under these two categories.

## Direct Involvement In Program Development

### 1. College Awareness Program

We are cooperating with the West Virginia Association of University and College Presidents in a college awareness program; which is concerned with encouragement to the high school student who is particularly capable in the academic or vocational area but does not plan on continuing his education beyond high school for one reason or another, usually for lack of finances. All of us agree, I am sure, that being poor should not necessarily mean being denied higher education opportunities. For many students, financial assistance is available. They need help. With names provided by high school principals and counsellors, 4-H extension agents personally visit each student to determine the student's interest, whether vocational or collegiate, and whether he needs help in some way. Assistance is given in applying to the college of his choice, in filling out forms for grants or loans, and, in general, helping where assistance is needed. The college of his preference is made aware of the student's desire, and the college contacts the student directly.

We have been conducting this program for two years, and I have data for 1967 and the fall semester of 1968.

Since the program was new in 1967 and started late, an estimated 135 young people entered college in the fall of 1967 due entirely to this effort. The academic performance of those going to WVU was above average. For the 1968 fall semester, sixteen hundred students have been contacted. About one-half indicated an interest in college work, and we estimate from those admitted so far that six hundred students who otherwise would have terminated their educational careers at the completion of high school will be entering college this fall. The secret, we believe, is the face-to-face contact.

### 2. Youth Careers Awareness

The Cooperative Extension Service carries out an extensive program in career awareness for youngsters. Materials with respect to careers are gathered from many sources. Cooperating with other interested persons and groups, and singly, young people are provided opportunities to become thoroughly acquainted with different careers. Where possible, persons already successful meet with students to inform them about the career. This has proven to be quite successful and very satisfying to the extension workers.

### 3. East Africa Vocational Agriculture and Diploma Education in Agriculture -

West Virginia University, with encouragement from the host countries and AID, has taken the lead in initiating agriculture instruction in the secondary school in the three East African countries of Uganda, Kenya, and

Tanzania. Working a curriculum track into the British system, which predominates in East Africa, turned out to be no small task. After four years of trial, the Ministries of Education in Kenya, Tanzania, and, to some extent, in Uganda, now want to include the agricultural curriculum in all of the major secondary schools of the three countries. We started with six vocational agriculture instructors in six schools, and we are now negotiating to supply 23 for the three countries. Included will be training of the future vocational agriculture teachers as well as establishing pilot schools. I could say a great deal about this program. It has the potential of being one of the greatest factors to the development of agriculture in these agricultural countries.

Paralleling the secondary education program, West Virginia University is providing instructional assistance to five diploma colleges in the three countries in which students remain in school two to three years learning technical agriculture. While staffing the teaching roles in East Africa, we have also made special adjustments on campus for the training of East African students to return to East Africa as teachers in the diploma colleges and secondary schools. Up to this moment, we have trained approximately 100 students to be returned to East Africa. Involvement in the development of an agricultural education program in these three countries has been a highly productive experience. The lessons we have learned in carrying out such a program have been good and applicable to West Virginia situations.

#### 4. Vintroux Community Experience

The WVU Appalachian Center was involved in a program of community development in three "poverty" communities to discover means whereby communities of low-income residents could be assisted as a community. In doing so, we were able to establish 4-H clubs which involved nearly all of the youth of 4-H age in these three communities. In addition, we were able to encourage several dropouts to return to their schools and to encourage several to join the Job Corps.

#### 5. Organizing Vocational Education Classes for Adults

In a number of instances throughout the State, University field workers became actively involved in assisting to develop and organize classes for adults for training in specialized vocational roles. For example, it was discovered that skilled glass blowers were becoming scarce. Our field workers made a special effort in cooperation with the State Department of Vocational Education to organize a class whereby persons interested in glass blowing were instructed in the fine art. Numerous other instances could be related.

#### 6. Technical Education Investigation

Several years ago, when given the task of developing a plan for a community college in which technical education was to be included, we visited seven or eight junior colleges and universities with technical education programs for the purpose of learning about the experience at these

locations as a means of including the principles learned on our own facilities. This proved to be an extremely valuable experience. The lessons learned have been incorporated into on-going work and into the on-going plan.

#### 7. Survey of Vocational Education in West Virginia

Prior to October 1967, the Appalachian Center made a fairly complete survey of vocational education in West Virginia. The survey included information relative to legislation, public expenditures, and facilities, and related data.

#### 8. Analysis of Vocational Training for Adults

With the impending road construction effort in West Virginia and with the support of organized labor, the State Department of Vocational Education launched an intensive program of training workers to manage and handle heavy road machinery. The training program was aimed at the "hard core" rural unemployed. Four hundred and eighteen trainees completed the training. After the training was completed, which was expensive and long relatively, it was discovered that very few of the graduates of the program were employed by the road construction companies. The question arose: Why? We carried out, at the request of the State Department of Vocational Education and others, an investigation to determine the reason. If the program was to be carried out again, the investigators recommended: (1) provision for placing graduates in jobs commensurate with their skill level; (2) closer coordination between trainees and the potential employers; (3) instruction on how to search for a job; and (4) training allowances to extend past the training period to allow for job search time.

#### Stimulating Further Activity

##### 1. Appalachian labor leadership training for community action

An outstanding training program conducted with an OEO grant and with encouragement of organized labor was the training of 100 leaders of organized labor in the Appalachian region to be community leaders. As most people know, organized labor representatives are not experienced in being community leaders. The overall purpose of the project was to strengthen labor's role in the war on poverty. The project was conducted as a training program for encouraging union efforts to enhance economic development in each of the Appalachian states. Therefore, the instruction was on subjects having a bearing on economic development. After the initial instruction, follow-up was carried out by personal visits to each program participant with the intention of dealing with the specific problems encountered by the participants in his local situation. The project costs amounted to over \$2,500 per

participant. The cost could have been reduced if more persons would have been included in the training program. As a pilot effort emphasis was placed on selection and quality of program rather than numbers.

Subsequent analysis has shown that the approach was extremely effective. Ten states were involved, including Maryland, from which 8 representatives participated in the program. We believe that the same approach could be used to involve the low-income and disadvantaged, particularly the Negroes, in community participation.

As an appendix to this paper, I am including the guiding principles used throughout the project, as well as the plans for the general strategy.

## 2. State Visiting Committee

The West Virginia University Appalachian Center is fortunate to have a 30-person visiting committee which meets twice each year with the leadership of the Appalachian Center to discuss ways in which the University, through its Appalachian Center, can be more useful to the State. Since the first meeting of the committee several years ago, it has been vitally interested in the area of vocational and technical education and has pushed hard for the University to get into various kinds of activities in support of the overall objective of greater vocational and technical training situations. It has been a great stimulus to us in introducing ourselves more completely into the field. In October 1967, we staged a special program for the State Visiting Committee (SVC) dealing altogether with vocational and technical education. We brought to the State Visiting Committee qualified persons from out of the state and in the state to present views on the whole matter. We then provided the opportunity for the SVC to reflect on the way in which WVU could be more useful in the field. It suggested the following areas in which WVU should expand its leadership role:

- a. identify the reasons in more complete detail why students drop out of high school;
- b. train more students to be teachers for vocational and technical schools;
- c. include in the lectures of the various colleges the reasons for dropouts so that high school teachers are better able to counsel the students;
- d. determine the need for technical training schools throughout the State by estimating whether they would be justified, based upon attendance and cost;
- e. pinpoint the leadership responsibility for expanding the development

of vocational-technical education and establish priorities for the allocation of resources to that end;

- f. learn more completely about what is being done in the vocational-technical education field in West Virginia, as well as finding ways in which the efforts of other respective agencies and interested bodies can be coordinated;
- g. plan and conduct a state-wide conference to develop a public awareness for the need for further work in the field of vocational-technical education; and
- h. assume more leadership for manpower development of the State.

As a result of urging by the State Visiting Committee, the next two activities I report stem from its encouragement.

### 3. Manpower Development Committee

In cooperation with the West Virginia Commission on Manpower, Technology, and Training, WVU, through its Appalachian Center, has entered into an agreement for the operation of a manpower development project. The agreement calls for establishing six 30-person area manpower committees developed jointly by WVU and the Commission. Each of the six committees already established are associated with the six geographic area delineation of the state by WVU for administrative purposes. Of the 30 persons, 15 are representatives of organized labor, with the other 15 broadly representative of the various enterprises and interest of the area. Each geographic area is made up of 8, 9, or 10 counties. The primary purpose of the area committees is to study the problems and existing conditions for manpower development. The committees are to make recommendations to the legislature for action to enhance development of trained manpower. Activities are to be related directly to the solution of important present or future labor market problems and challenges. Each EVU area director serves as a permanent executive secretary to the area committee. The arrangement is formalized with a memorandum of understanding with the State Commission on Manpower, Technology, and Training. These committees are just getting underway and the first round of committee meetings has produced good attendance showing high interest and an anxiousness to get to work.

As an example, one area committee has decided to concern itself with: (a) an assessment of the job situation; (b) a survey to determine present and future job needs; (c) an evaluation of facilities and programs available for training; and (d) to become better acquainted with public school education and how it prepares students for the world of work.

If the interest and enthusiasm shown so far is continued, these area manpower committees can be important instruments to assist with

the West Virginia work force.

#### 4. Manpower Development in Appalachia

In the spring of 1966, the Appalachian Center joined with the AFL-CIO Appalachian Council to sponsor a conference on campus addressed to the theme "Manpower in Appalachia." Three hundred and fifty persons attended, representing organized labor, state and federal government, business, education, religion, and other professions. The papers represented were outstanding and resulted in a book just off the press, entitled Manpower Development in Appalachia. It is one of Praeger's special studies in U.S. economic and social development.

#### 5. Youth Awareness Conference

At the behest of the SVC, the WVU College of Human Resources and Education, with interested sponsors, is attempting to ventilate the question of vocational-technical education. A Youth Awareness Conference is scheduled for June 21, with the conference theme of "Utilization of Manpower--Priorities for Progress." The conference will focus on the manpower needs of youth and industry in the State and how these needs could be met more effectively by innovative additions to our present system of vocational education, general education, and guidance and counselling programs in the State. A panel of outstanding persons has been arranged to lead the discussions, which will characterize the conference.

### General Conclusion

One might ask what have we learned so far in our work in the field of vocation-technical education. The answer is a great deal. Our conclusions are many, but some of the more relevant ones might be listed below:

1. We conclude without question that the need for attention with funds and the finest expertise for expanded vocational-technical education is very great. Furthermore, this need can be assisted greatly by the University. There is much to be done yet.
2. The institutional framework of the education establishment must undergo much change before it will agree to give vocational-technical education the status it deserves to meet the need. It remains as a low status segment of the secondary school and the junior and senior college systems. This is terribly unfortunate.
3. A very great need exists for an occupational ladder in the educational system up which a young person may climb irrespective of the point of entry into the system. There should not be such a plan as terminal education.

4. By implication, I have already said that the educational system is inadequate to meet the needs. The lay leaders with whom we deal are ahead of the educational establishment in the feeling of need. For this reason, we have a time lag problem in front of us.
5. Community residents not possessing a tradition or skills of community participation can be taught to participate in the community and to be leaders; thus, the needed voice for all segments of a country society should be developed and encouraged.
6. Our knowledge is quite limited concerning the real situation as it exists in the community with respect to the need for manpower development, the availability of training facilities, and the methods for getting the young persons into an educational track.
7. Our institutions of education need to remove as much of the rigidity as is possible from their facilities, curriculum, and administrative system. The concept of change-with-the-times needs to be built-in. Perhaps a system of temporary institutions which fills in the newly developed slots, which can change or be phased out should be included.
8. Attention to the individual person with a problem, through face-to-face confrontation, pays off with high returns. Obviously, the persons needing the training are the most difficult to reach and more personal attention needs to be given.

#### Future Plans

It is our intention to fulfill some of the requirements set forth by the State Visiting Committee to involve ourselves more completely in the assisting and stimulating role. This is where we see that we can be most helpful. Also, we are making studies with respect to the involvement of the University in technical education programs. A program is being planned to concern the field workers of the University more completely with the school system so that they have a knowledge of the potential or actual high school drop-out. Once known, we can develop programs outside of the high school system which might stimulate interest in the young person to continue his educational endeavor. This is only in its tentatively planning stage and, thus, requires much thought before it can be completed.

#### Appendix

Guiding principles followed throughout the project:

1. A well conceived training program could produce more effective community action leadership among Appalachian trade union officials,

although such work surely would tend to reduce resources available for their unions' internal work.

2. The council and its affiliates valued the aims of community action highly enough to accept the costs of organized labor's involvement in such projects.
3. It must be expected that the union officials selected for training would have various degrees of sophistication as labor and community leaders, and the project's plans would have to reflect this.
4. The training must awaken in the trainees a commitment to their communities and the Appalachian Region which may transcend the short-run interests of the labor movement.
5. The trainees must receive the active support of the top leaders in the labor movement.
6. The trainees must be prepared by the training to attract broad support for their work at the community level, including support from both organized labor and other groups as well.
7. One of the first tasks which the trainees must perform in their communities is the establishment of Economic Opportunity Committees composed of representatives of organized labor; following that, the trainees must train the members to function as community action leaders. (In some cases such committees already had been formed by this date.)
8. Various training methodologies must be employed by the training staff ranging between laboratory training and informational and content training.
9. The project staff must have continuing information about the trainees' field experiences in order to gear the formal training to actual needs.
10. Despite the obvious difficulties, it would be necessary to collect all available data about the project's results in order to assess its value both from the point of view of organized labor and the University.

General strategy:

1. Attempt to get the trainees thoroughly committed to community action, including the reduction of unemployment and poverty and the acceleration of the development of their communities and the region.

2. Help them to perceive the importance and relevance of their own roles and that of their labor organizations in efforts to eliminate poverty.
3. Give them the opportunity to become highly knowledgeable about the political, social, and economic factors which combine to produce the present condition of the region.
4. Help them see the relationship between the communities' and region's problems and means available for solving them.
5. Provide them with the opportunity to obtain an extensive knowledge of Federal, State, and other programs which are potential suppliers of resources for community action.
6. Help them develop the ability and understand the strategy necessary to interrelate action programs into a comprehensive attack on social problems.
7. Present them with the opportunity to further develop their abilities to work with people both within and outside the labor movement.

Implication of the Advisory Council's Recommendations  
On State Programs and Plans

Dr. Edwin L. Rumpf

The simple realization that there are other points of view is the beginning of wisdom. If this is true, we vocational educators certainly should have the greatest wisdom of all those in the field of education because we have been exposed to many divergent points of view. The question is "How well have we accepted other points of view?"

Little more than five years ago, "Education for a Changing World of Work," the report of the Panel of Consultants on Vocational Education, formed the basis for Public Law 88-210, the Vocational Education Act of 1963. This monumental piece of legislation in education is only now making its real impact felt throughout our nation. Seldom has a report been so faithfully translated into Federal law in so short a time.

Today we are going to consider a similar report, that of the 1968 Advisory Council on Vocational Education, entitled, "Vocational Education, The Bridge Between Man and His Work." Time will not permit us to review the report in detail; however, we will look at some of the implications for the States which arise from this latest nationwide study of vocational education.

To bring us all up to date, it may be well to review some background

information regarding the Advisory Council. Section 12 of the Vocational Education Act of 1963, entitled "Periodic Review of Vocational Education Programs and Laws", authorized the Secretary of Health, Education and Welfare to appoint during 1966 an Advisory Council on Vocational Education, whose purpose would be to review the administration of the vocational education programs and to make pertinent recommendations. The 12-member Advisory Council, with Dr. Martin Essex as chairman, was appointed in November 1966, and submitted its report in December, 1967. Dr. Melvin L. Barlow of the University of California headed the administrative staff, which supported the Council and compiled the report. Many persons were engaged as consultants to assist in the work of the council and its staff during the year that the study was made. Council members traveled to various parts of the country to meet with persons and review firsthand some of the activities in vocational education which were of major concern to them.

The report must be read in its entirety to be fully understood and appreciated. As a matter of fact, there are three reports: the "brief" report, the "complete" report, and the "popular version." All three are contained in the committee print of the Subcommittee on Education of the Committee on Labor and Public Welfare of the United States Senate. The committee print carries the somewhat intriguing title, "Notes and Working Papers Concerning the Administration of Programs Authorized Under Vocational Education Act of 1963, Public Law 88-210, As Amended." In the event you've had a tough week so far, this title alone should have the effect of reviving your flagging spirits! So much for the background information pertaining to the advisory council. Let's look now at some of the implications issuing from the report which may be of interest to the States.

We shall not conjecture as to the final disposition of proposed legislation presently pending before the Congress. In a later session of this conference, Mr. Burkett will present to you information relating to bills 15066 and 16460 of the House of Representatives. We will not engage in wishful thinking or guessing games about what might happen which could provide greater financial support and increased flexibility in programs and their administration. We will discuss matters that are in the the "here and Now" -- matters that you and your co-workers can attend to just as soon as you get back home.

For the sake of convenience, we have classified the recommendations of the Advisory Council into five different categories that are represented by the letters "PASSF". Each letter is translated as follows: P = program, A = administration, S = students, S = staff, and F = facilities. Each category includes one or more recommendations made by the Advisory Council that we recognize as having implications for the States. For your convenience and further study, each recommendation, presented in shortened form, will be identified by the number which identifies it in the report. Whether or not you agree with the way in which these recommendations have been classified is not important. What matters is that you recognize the implication of the Advisory Council's effort in

your particular situation and do something about implementing the recommendations. Of the total 26 recommendations included in the report, 20 have some significance for this review. The number of recommendations in each of our five categories is as follows: program, five; administration, nine; students, four; staff, one; and facilities, one.

Under the "program" category, we included those recommendations which appeared to have some direct application to or effect upon the instructional program; these are: (3) exemplary and innovative programs, (4) programs for persons with special needs, (5) work-study programs combining education, training, and work experience, (8) home-making programs, and (16) part-time cooperative programs.

The expression "exemplary and innovative" as applied to vocational education programs may give rise to as many varied interpretations as there are sources of information on the subject. On pages 250-252 of the report there are listed techniques and practices at the local school level reported to be innovative. Many of these, as the report indicates, are "old ideas and established practices," but a few are worthy of repetition, and all deserve your attention. Perhaps you can adopt some as they are and adapt others to suit the needs of your State or local program objectives. Many items refer to the use of instructional equipment, the utilization of work experience programs, and the extension of guidance and exploratory experiences; however, the following unusual items are called to your attention: (a) working with industry to train production workers, (b) initiation of new programs of training State prison inmates, (c) building a facility to take care of the related instruction for apprentices, (d) initiation of direct placement of youths in summer work in cooperation with the local newspaper, service clubs, department of employment, and the fair labor office, (e) development of a mobile training unit that enables the college to take complete training units into pockets of hard-core unemployment, (f) renting and operation of a restaurant for a training school, and (g) employment of persons from industry to assist in developing programs and instructional materials for special courses. Perhaps our discussion period will afford time to explore in depth some of these and other items.

Recommendation No. 4, "programs for persons with special needs", received generous treatment in the report. Since the passage of the Vocational Education Act of 1963, the accomplishments of the States in the area of special needs have never reached the expectation declared in the projected program activities reports submitted annually by the States. The reasons or excuses for this failure are all too familiar; we will not review them at this point. Suffice it to say that the Advisory Committee on Vocational Education have stressed this topic time and time again. We must improve our record regarding the contribution of vocational education programs to persons with special needs.

The recommendation relating to work-study programs combining education, training, and work experience; this recommendation re-emphasized the importance of an aspect of the vocational education program that

was established in Massachusetts and in Pennsylvania before the passage of the Smith-Hughes Act in 1917. With more than a half-century of experience in the area of work-study programs, doesn't it seem odd that we haven't expanded this effort beyond that which exists today? The recommendation relating to part-time cooperative programs presents another problem. Perhaps from your own experience, you can tell us some of the problems that must be solved and the obstacles that must be overcome in order to expand the offerings in work-study and part-time cooperative programs. Remember that these programs, within certain limitations, can be supported right now under the legislation presently in effect.

Recommendation No. 8 relates to the contribution that homemaking education can make to the nation. Homemaking's goals support the family unit and relate to the dual roles assumed by many women in today's society as homemakers and wage earners. All of us need to re-examine our priorities in this field.

In the "administration" category, we have included those recommendations which concern management and finance of vocational education programs; they are: 7. earmarked funds for post-secondary and adult programs, 9. funding based on need and ability to provide quality vocational education, 10. matching of Federal allotment on a statewide basis, 13. improved planning, both short and long-range, 17. expansion of research and Research Coordinating Unit activities, 19. engaging in statewide program review and evaluation, 23. additional financial support for vocational education programs, 24. establishment of centers for curriculum development, and 25. stimulation of greater use of advisory committees.

Recent history can point the way to the future. Many States had great difficulty supporting some of the purposes of the 1963 Act, such as special needs and post-secondary programs, because State appropriations were made in terms of the traditional occupational categories. At this moment, States should be reviewing needed and proposed changes in legislation which will not only simplify the administrative process, but also insure greater financial support of the program. At the same time, States should review the policies and procedures whereby local vocational programs are supported, either by advance payments or reimbursements. A trend seems to be developing away from reimbursement and support that are uniform to those which are more closely geared to the need of the recipient school districts, in order that high quality programs may be maintained. Program review, short and long-range planning, and evaluation cannot be accomplished entirely in an informal manner. In most cases, the best results will be achieved if these efforts are carefully organized and personnel are permanently assigned to discharge such duties and responsibilities.

In this connection, we emphasize the responsibility of reporting research activities, and curriculum development; these activities must

be well organized if they are to become truly functional in a state-wide operation.

Let us turn briefly now to our consideration of the "students" category. Students are the reason for our being here or anywhere else in the field of education. The recommendations in this category relate directly to the student and his welfare outside the instructional program; they include: 15. grants under Title IV of the Higher Education Act of 1965 to provide financial support to the student, 20. expansion of definition of vocational education to include "pre-vocational" and "employability skills," 22. proposal that job placement become a responsibility of the vocational educator, and 26. proposal of a "learning and earning" corps to assist the disadvantaged inner-city and rural youth. All of these recommendations are within the realm of possibility at the present time.

Persons in vocational and technical education programs at the post-secondary level may now qualify for grants; however, it is doubtful if they all know that such grants exist.

"Employability skills" should be taught as part of any good program, but obviously they must be given high priority and emphasis.

Any vocational program worth its "salt" should assist the graduate or drop-out to get this first job. This has traditionally been one of the characteristics of professionals in vocational education; we care about and are interested in what happens to our graduates!

With respect to "learning and earning", you may say that we can't do anything until legislation is passed that will support this program. Actually, with a little ingenuity and initiative, we can establish experimental programs that would involve the exchange of students on a short-term basis to derive vocational education and work experience benefits.

In the "staff" category, Recommendation No. 14 stands alone. Much more than is presently being done must be accomplished to upgrade our present professional personnel and to secure others needed to accommodate the greatly increased enrollments that will be flooding the schools in the future. Here too we need to explore every possibility relating to preservice and inservice opportunities. Too few people know that courses in vocational education for general school administrators can be supported from vocational education funds. Too few know about the change in regulations that will permit the support of subject matter courses in vocational education on both a preservice and inservice basis. Too few people realize how broad the teacher training provisions are in the Smith-Hughes Act, the George-Barden Act, and the 1963 Act; many teacher training activities can be supported and the effort greatly expanded. Too many States have failed to recognize the critical need in the area of teacher training and to establish the necessary funding priorities.

The final category, "facilities," represents only Recommendation No. 6, which relates to the construction and operation of residential vocational schools. As a product of a private residential vocational school, I don't see the need to demonstrate the "feasibility and desirability" of residential vocational schools. I have long since seen the tangible results of such endeavors. If, in conjunction with just one area school, each State would provide living quarters for a limited number of students on an experimental basis, the good that would accrue and the support that would be forthcoming would be immeasurable!

Please permit me just a few final observations that may or may not be implied in the report of the Advisory Council.

This brief overview of implications cannot have done more than whet your appetite for future study of the report. If we have accomplished that much, I believe that we have achieved our purpose; more important, however, is the development of an attitude and a plan of action that will make vocational education dramatic and creative. It must become dramatic in the sense that the general public will be attracted to it and recognize its potential contribution to the good and welfare of our people and our Nation. This does not mean that we discard any time-proven attributes of vocational education, but it does necessitate change in direction and new labels to emphasize the change. It means that we must reassess our responsibilities and establish priorities to achieve our objectives.

Are there important problems in vocational education that need to be solved, but which we are neglecting because we fail to recognize them? How many of us apply to our course offerings the titles that will attract attention and induce students to enroll? For example, you may choose to name a course either "aerospace" or "meteorology." How many of us would recommend that our local school district purchase a motel and restaurant at the school and operate them as part of an instructional program. Both these examples are taking place somewhere in the country. They are dramatic; they get our attention.

King Solomon wrote "Where there is no creative vision, the people perish." Through the ages, we have seen important civilizations that have flourished, declined, and perished. Each had a common characteristic: a decline of creativity of the population. To survive, we must be creative. The future of vocational education depends upon this. You as members of this leadership conference will have much to say as to how the story will be written.

Preparing for State Program Planning,  
Budgeting and Evaluation Activities

W. Dale Chismore

Otto and Friends, it is pleasing to have an opportunity this morning to discuss with you the third draft of Handbook VI, Standard Terminology for Instruction in Local and State School Systems, which Otto mentioned, and share some of the details involved in the developmental activities of the project over the past five years. Some of the reasons why this cooperative project came about and some of the major activities that have brought us to the third draft stage of the handbook will be of special interest to you, especially in view of the educational changes taking place and the purposes of your conference.

It should be made clear at the outset that much credit for the development of the handbook, to this point, is due to people in the Division of Vocational and Technical Education. They gave us encouragement at the outset; they have given us production; and they have provided counsel continuously. Best of all, they have provided encouragement throughout the project. Believe me, these are the elements that make a project worthwhile.

There have been many people outside the Division of Vocational and Technical Education involved in the handbook project. Other specialists in areas of general education, the disciplines, and in the Office of Education have been extremely helpful, too. We have also visited and counseled with people from coast to coast, and from the Canadian border to the Gulf, concerning the content of this handbook and its organization. Among the hundreds of persons outside the Office of Education who have been providing continuous counsel, guidance, and production assistance have been representatives from State departments of education, colleges and universities, local school systems, labor, business, industry, and national professional educational organizations.

Historically, this project was started about eleven years ago, but because of unavoidable interruptions it was deferred. It was reactivated in 1959, but nationwide needs and demands for two other handbooks created priorities that necessitated further delay in the project. These two handbooks of the State Educational Records and Reports series, now completed and in use across the nation, are: Handbook IV, Staff Accounting for Local and State School Systems, and Handbook V, Pupil Accounting for Local and State School Systems. In 1963 the research and developmental activities in the Handbook VI cooperative project began in earnest and have continued without interruption. Dr. John F. Putnam and I have been working as a team with Allen R. Lichtenberger, our Chief, coordinating the activities of 19 committees, more than 60 national professional educational organizations, several regional conferences, and individuals in the development of the handbook.

What really brought about this cooperative project for the standardization of terminology for instruction in local and State school systems? For many years educators at the local and State levels have indicated and voiced the need for information about curriculum and instruction--information which is discrete and which will meet the criteria of comparability and combinability. They want information that can be collected, recorded, and maintained with reasonable effort and which can be used for purposes of reporting or exchanging information; or for study, interpretation, and dissemination of information; or for research and evaluation concerning curriculum and instruction, and for other purposes.

Local boards of education, citizens in the communities, State education agencies, legislative bodies at different levels, some Federal agencies, professional educational organizations, et al., have indicated the needs and desires for such information. The Association for Supervision and Curriculum Development during its Fifteenth Annual Conference (March 6-10, 1960) adopted a significant resolution --Resolution number 20.<sup>1</sup> The resolution called attention to Title X of the National Defense Education Act of 1958 and its provision of financial support for improving the collection of educational data and statistics. Briefly, the resolution noted the need for gathering information about curriculum and instruction and suggested "that the U.S. Commissioner of Education and State educational authorities establish study groups to determine the kinds of information most urgently needed, and the means by which such information can best be obtained."

Most of us like to think (and correctly) of curriculum and instruction as being temporary and current, forever undergoing change. By maintaining information about curriculum and instruction in a discrete and logically classified form, the potential for using such information is almost unlimited. For example, it can be used for enhancing selected studies and research; curriculum development, evaluation, and revision; scheduling pupils into classes; reporting to local boards of education, communities, or State education agencies; exchanging information with other schools or school systems; and financial accounting.

In the past it has been very difficult to secure discrete information in breadth and depth about curriculum (what is taught) and instruction (how curriculum is taught). There has really been no extensive treatment of subject matter, per se, in a taxonomical manner. Handbook VI, which is in third draft stage, reflects the results of five years of cooperative efforts to achieve the identification, classification, and definitions of a wide range of items of information about curriculum and instruction appropriate to the spectrum of elementary, secondary, junior college, and adult education instructional programs.

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<sup>1</sup> Association for Supervision and Curriculum Development, "Resolution Number 20", News Exchange, Vol. II, No. 2, Washington, D.C., 1960, page 18.

Now, having shared with you some information about the needs for this project, selected developmental activities, and timing to this date, please permit me to review several sources of data to which we turned for additional assistance, particularly in the initial stages of planning and research activities. First, we researched the records and reports forms of the 50 State departments of education. From these forms we made a compilation of all items that related to curriculum and instruction. Secondly, we studied the records and reports forms of 200 local school systems ranging in size from New York City to Alliance, Nebraska. A wide range of professional literature concerned with curriculum and instruction was carefully researched. Innumerable conferences were held with people in the Division of Vocational and Technical Education and with other persons in the Office of Education in the general education (or discipline) subject matter areas. We also conferred across the country with personnel in State departments of education, colleges and universities, and some local school systems, as mentioned earlier. From these springboards we were able to generate concepts as to the scope and content of a handbook of information about curriculum and instruction.

Using the data that had been reviewed and refined, the information from reviews of professional literature and the counsel of many people, a preliminary cooperative project design was developed. A preliminary scope, outline of the content, and organization of the proposed handbook of terminology was also developed. In April, 1964, a Policy Committee was convened to review the proposals and advice concerning both the appropriateness and feasibility of the project. The committee was comprised of the executive secretaries of 13 national professional educational organizations. One of these was the American Vocational Association, Incorporated. The executive secretaries reviewed the proposals very carefully (and let me pause here a moment to say that they reviewed them very analytically) after a substantial conference they suggested that we go ahead with the project. Each executive secretary agreed to appoint a representative of his organization to serve on an Advisory Committee to work with us. It was agreed that the Council of Chief State School Officers would have two representatives on the committee.

Following the Policy Committee meeting we extended the development of preliminary materials for a meeting with the Advisory Committee. This committee met with us in May, 1964, and meticulously reviewed the materials, the purposes of the project, and the planned long-range procedures. The committee provided excellent counsel and advice for our moving on to the development of the first draft of the handbook. This meeting of the committee was called the National Planning Conference.

In March, 1965, following the completion of the first preliminary draft of the handbook, a technical committee of highly qualified persons from over the nation was convened to review the draft and advise

concerning various ways to improve its scope, content and organization. This meeting lasted for five days and was called the Technical Conference. The many suggestions for improvements received at this conference clarified a great number of problems.

After the Technical Conference, work commenced immediately on the development of a (preliminary) second draft. From the beginning of the handbook project continuous help was provided by Office of Education specialists in identifying, classifying, and defining items of information about subject matter--the substantive content of curriculum. The vocational and technical education specialists, as well as the specialists in other areas, have provided invaluable assistance all the way.

The general format of the handbook had become established by the time work commenced on the preliminary second draft. This organizational plan is reflected in the third draft, copies of which are here on the table. Perhaps those of you who have not had an opportunity to examine this draft would like to know something of its organization.

As the handbook is presently organized, and it is possible that some revisions may occur, Chapter 1 provides an overview of the handbook. Chapter 2 is comprised of classified items of information concerned with the organization and administration of curriculum and instruction, and Chapter 3 contains the definitions of the items classified in Chapter 2. Chapter 4 is comprised of the classified items of information about the substantive content of curriculum (the subject-matter areas), and Chapter 5 is comprised of the definitions of the items classified in Chapter 4. Chapter 6 provides many suggestions concerning various uses of the information in the handbook, including (if one may correctly refer to them as such) some simple models which show how selected types of information in the handbook may be related in a meaningful manner. Chapter 7 is the glossary. The final copy of the handbook will have an extensive index.

I understand that in this conference you are most concerned with Chapters 4 and 5 which relate to what is taught. The substantive content of the curriculum has been classified into twenty subject matter areas. Of these twenty curriculum areas seven are vocational-technical; one is for General Elementary Education and General Secondary Education concerned largely with the self-contained classroom, one is for Differentiated Curriculum for Handicapped Pupils (Special Education); and one is for Co-curricular Activities. The scope of the subject matter treated in Chapters 4 and 5, as is also true of organizational and administrative factors covered in Chapters 2 and 3, includes where appropriate the spectrum of elementary, secondary, junior college, and adult education.

Backup for the seven vocational areas was found in Part 104--Administration of Vocational Education: Federal Allotments to States--Rules and Regulations, (Reprinted from the Federal Register, August 28, 1964), U. S. Department of Health, Education, and Welfare, Office of Education,

Washington: U.S. Government Printing Office, 1964. pp. 12339-56. The other twelve subject-matter areas are identified in the publication: Proposed Standards for State Approval of Teacher Education, a project of the National Association of State Directors of Teacher Education and Certification assisted by the U.S. Office of Education, U.S. Department of Health, Education, and Welfare, Office of Education. (Washington: U.S. Government Printing Office, 1967).

As stated earlier, Office of Education specialists provided tremendous help in developing classifications and definitions of subject-matter items for the twenty subject-matter areas in the preliminary second draft. We called these work materials. Then, with the assistance of Office of Education specialists and the executive secretaries of more than 60 professional educational organizations, 18 ad hoc committees of recognized authorities in each area from over the nation were organized and schedules. Of these, one committee served for both Business and Office Occupations. No committee was organized for Cocurricular Activities; rather, this area was reviewed by each ad hoc committee, and counsel has been received from hundreds of other persons.

The ad hoc committees met over the period of June 1965 through June 1966. On each committee were representatives of elementary, secondary, junior college, and adult education as appropriate to the area as well as scholars in the area who were not in education. On several committees there were lay citizens interested in education, and on several committees there were representatives of business, industry, and labor.

Each ad hoc committee was given the work material which had been developed for its selected area and materials from three other areas so that they could note different approaches which had been used for classifying and defining items of information. Each committee had the prerogative to change the classification and definitions of items for its area as the committee deemed advisable. This included adding, deleting, or modifying the classification and definitions.

The work of the ad hoc committees was incorporated into the second draft of Handbook VI. This draft was sent to the members of all ad hoc committees, the executive secretaries of the cooperating organizations, selected State and local education agency personnel, Office of Education specialists, and others. Suggestions for refinements were solicited from all of these people. Copies of the second draft were also sent to the Advisory Committee. This committee was reconvened in August, 1966, and it meticulously reviewed the second draft and all suggestions which had been received. Profiting from suggestions received and the counsel from the Advisory Committee, the development of the third draft of the handbook followed.

In May, 1967, the third draft of Handbook VI was produced in 10,000 copies. It was distributed to all ad hoc committee members, the Advisory Committee, all cooperating organizations, Office of Education specialists,

colleges of education, all State education agencies, selected local education agencies, selected libraries, and upon request to many individuals throughout the country. Publishers and enterprises concerned with data processing and related equipment have been very surprisingly interested in this handbook, and requests are being received continuously from them for copies of the third draft. During June and July of last summer Dr. John F. Putnam, my co-worker in the project, and I conducted nine 4-day regional conferences across United States. In these conferences the conferees reviewed the handbook from cover to cover. All proposals for changes in the handbook content which were seconded and voted upon by a majority of conferees in any conference were recorded as "approved" or "rejected" as the case happened to be. We are now categorizing all conference proposals, ad hoc committee suggestions, and all other suggestions received and sending them back to the ad hoc committees for them to decide whether they want to adopt the suggested improvements and modifications or reject them. These are the guidelines for developing the fourth draft.

You may wish to know something about the rationale for the placement of subject matter in the respective subject-matter areas. All of us know that subject matter has been proliferated so badly down through the decades that almost anything could be classified almost anywhere that anybody chose to suggest. We settled on the genesis of subject-matter as a guideline for its classification. Substantive content was classified in the subject area, e.g., mathematics or Trades and Industrial Occupations, according to where it had its genesis (or origin) both substantively and logically. Another rationale we adopted was that we would use contemporary terminology, (contemporary terms or titles), to reflect currency and expedite communication. It was also decided that definitions, as nearly as possible, would be written in gross form and contain only the salient elements that are necessary to describe the items.

A major purpose of the handbook is to identify, classify and define items about curriculum and instruction useful to and needed by educators across the nation. For the first time a taxinomial structure has been developed for subject matter. I want to call your attention to something that Harold Hand told me a couple of years ago. He said that 30 years ago, and more than 30 years ago, this type of subject-matter information was extremely needed for such activities as research, communication, et cetera. And he said, "Bless you, go to it. It's badly needed." Many of you knew Harold Hand as a highly respected educator. Those of us who knew him were saddened when he passed away last fall. Now, another purpose of the handbook is to relate curriculum and instruction to the present series of State Educational Records and Reports Handbooks.

As an example of what happens in the absence of standardized terminology in subject matter, permit me to share some illustrations with you. In a survey of 679 high school programs in 1957-58, 220 social studies course titles were reported and I would defy you to figure out what some

of them meant.<sup>2</sup> Dr. Lauren G. Woodby, formerly a Specialist in Mathematics in the Office of Education, surveyed the mathematics offerings in about 60 high schools two or three years ago. He received nearly 80 course titles and told me that the titles didn't tell him anything. Professor Henderson at the University of Illinois, if I may paraphrase his observation, said that educators for a long time have had a tendency to talk past one another using the same term to mean different things or different terms to mean the same thing. Dr. Harlan Hoffa, who was formerly with the Office of Education in Arts and Humanities, said that the proliferation of course titles became so bad when he was teaching art at Michigan State University that students registering at the university for art were requested to bring folios of materials they had produced. Course titles on transcripts didn't reveal much interpretable information. We think that this handbook will help solve some of those problems.

Now, very quickly, what will this handbook do in terms of meeting some specific needs? We think it will play an important part in decision-making, particularly as it relates to curriculum design and development and curriculum review. This can be true when discrete basic data is available for interpretation and hence application. We think it will serve an important purpose in relating to the administrator, the supervisor, and the teacher in clear, succinct terms what actually comprises, for example, Trades and Industrial Occupations, English (Language Arts), Mathematics, and Office Occupations. The director of the department of elementary education in a university was in our office recently. He said that for the first time someone majoring in a subject-matter area can take a look at the area and see what it really is. Prior to this extended effort to taxonomize subject-matter it has been very difficult to visualize substantive content conceptually. Maybe this treatment of content will help teachers evaluate what they are teaching in terms of accepted meanings and understanding.

Standardized terminology in curriculum can be beneficial in other ways, too. Can it not provide a means for discreteness in financial planning? An example might be that of determining the long-range cost of improving mathematics teaching and achievement grade level by grade level--based on objectives and needs determined by the board of education, community, administrator, staff, and research data. Handbook VI can serve State education agencies and local school systems in the certification of teachers since teacher certification is tied largely to subject-matter areas which have been identified. The information can be used in assigning teachers, in maintaining records, in exchanging information between schools, providing pupils' transcripts to colleges and universities, assigning pupils to classes, and providing information needed by State

2 Greer, Edith S., and Richard M. Harbeck, What High School Pupils Study, A National Survey of Scholastic Performance of Pupils of Various Abilities. U.S. Department of Health, Education, and Welfare, Office of Education (Washington, D.C.: Government Printing Office, 1962), pp. 134-36.

education agencies. In this day of data processing this commonly-agreed-upon standardized terminology can do much to expedite data processing and communication.

What criteria did the material included in the Handbook have to meet? One, it had to be by consensus of the people who were concerned with the particular data being considered and withstand review by hundreds of other persons. Second, it was agreed upon through the process of conferences and reactions of many groups and individuals as being needed by local and State school systems. Third, the data was judged as important to local and State education agencies and others. Fourth, the data could be kept as a matter of record with reasonable effort. The general overall rationale of Handbook VI was to employ simple language, simple organization, and the use of contemporary terminology as far as possible.

One great shining highlight that I see coming out of our efforts is this: Vocational Education does not stand by itself; neither does general education. Vocational education people said: "We are looking at education from the point of view that youth are receiving a package of education, part of their education being vocational, part of it being general." When we talked to the academicians (the general educationists) they said: "That's terrific! That's the way we look at it too. We want some of our youngsters who are going into pre-engineering and that sort of thing, to get over and get a taste of vocational." So, we have come together here with the general educationists and vocational educationists saying, "We're looking at this as a total package of education for all of the children and youth."

Thanks a lot. It has been good to be here.

### A New Tool for Relating Vocational Education Instructional Programs to the World of Work

Emanuel Weinstein

Before discussing this new tool which is being developed for relating vocational education instructional programs to the world of work, we must first review the background leading to its evolution. For many years there has existed the concept that the full development and utilization of the human beings of a society are essential to the growth and well-being of that society. Words such as "human resources"<sup>1</sup> and "ghetto"<sup>2</sup> were used at the beginning of this century in the same sense

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1 The Progressive Party Platform of 1912.

2 London, Jac, "The People of the Abyss." New York: Macmillan Company, 1903.

as they are currently being used. We know from a study of history that many social concepts were generated long before they were made effective. The problem, therefore, facing us is not the formulation of concepts but their effectuation.

Today there is a sense of immediate urgency with regard to the implementation of social concepts caused by such things as rapidity and extent of technological change, population growth, shifts in occupational distribution of the labor force, changes in the content of occupations, and a paramount consideration for the individual. This concern is reflected in the manpower policy of this country which advocates not only the preparation of a qualified labor force necessary for economic growth but which also emphasizes the development of the individual's capacities so that he may benefit from, participate in, and adjust to the changes in the economy. In order to implement this policy, the people of this country have turned to the educational establishment as a major source of assistance because of its capability to develop the human resources necessary for the successful attainment of manpower policy goals.

The Vocational Education Act of 1963 reflects the dual concern for the economic aspect of education and for the preparation of the individual for the requirements of society. The Act indicates that vocational education programs are intended for "persons of all ages in all communities," and that such offerings must be "realistic in the light of actual and anticipated opportunities for gainful employment and must be suited to their needs, interests, and abilities to benefit from such training."<sup>3</sup>

In addition, the Act provides that vocational and technical education may include within its scope all occupations which do not require a baccalaureate degree. This means that we are concerned with approximately 90 percent of American occupations. The challenge facing vocational educators becomes quite obvious. And the need arises, therefore, to develop tools and data to assist vocational educators in planning for and gauging the effectiveness of their program in relation to the manpower and occupational demands of the economy.

To help satisfy this need, the Division of Vocational and Technical Education has been working closely with the National Center for Educational Statistics and with the Bureau of Employment Security, U. S. Department of Labor in the drafting of two documents. One contains a system which identifies, defines and classifies instructional programs, offered by State and local school systems.<sup>4</sup> The second links the vocational

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<sup>3</sup> Vocational Education Act of 1963 -- PL 88-210, Part A, Section 1.

<sup>4</sup> U.S. Office of Education, Standard Terminology for Instruction in Local and State School Systems. State Educational Records and Reports Series: Handbook VI, 3rd Draft, May 1967.

and technical programs to occupations contained in the Dictionary of Occupational Titles.<sup>5</sup> This second document, we hope, will aid those concerned with educational planning for manpower needs to more accurately measure the contribution of public vocational education to the supply of manpower in this country. The intent of this document is to relate vocational education offerings to occupations on the basis of their education and training requirements in one uniform system. It has been given the tentative title of "Vocational Education and Occupations."

At this point, it would be well to recall certain other vocational education legislative requirements. First, each State wishing to participate in Federally financed programs is required to submit to the U. S. Office of Education a proposed plan of activities for the coming year. This plan must include an analysis of the current and projected manpower and employment needs and opportunities in the State. States also are required to provide an assessment of their capacity to offer meaningful occupational and vocational education and training, and to include plans for the future.

Secondly, each State submits an annual statistical and descriptive report containing financial, staff, enrollment, and other data.

Thirdly, in order to ensure that vocational education programs will mesh with manpower and skill needs, nationally and locally, it is now required that a close relationship be established between the U. S. Employment Service, U. S. Department of Labor and the U. S. Office of Education, U. S. Office Department of Health, Education and Welfare, and between State public employment services and State vocational agencies. Agreements in State plans enable vocational education planners to have access to, or arrange for, obtaining data about manpower trends and occupational requirements.

In planning educational programs for manpower needs, there are three basic factors to be kept in mind:

1. the occupational distribution and trends of the labor force;
2. the actual work performed and the performance requirements;
3. the education and training needed by the worker for successful performance.

Available labor force data and job analysis information although leaving much to be desired are fairly good and the technique for obtaining better data are constantly being improved. What we have been

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5 Dictionary of Occupational Titles. U. S. Department of Labor, Manpower Administration, Bureau of Employment Security, 2nd Volume, 1965

lacking are data about the learning force which are related to occupations.

It is our hope that the second document will provide the missing data. The document will consist of two parts (see examples) preceded by an introductory and explanatory section. One part will contain a four-column listing of education instructional programs derived from the handbook, Standard Terminology for Instruction in Local and State School Systems which will be related to codes and titles from the Dictionary of Occupational Titles. At present there are approximately 350 programs related to about 2,000 occupational titles. Part II will contain a four-column listing which will show the reverse, i.e., the D.O.T. code and title will be related to the pertinent vocational education code and program. The document is intended primarily to assist educators and manpower specialists in gathering and relating data about the job market and vocational and technical education programs.

The Office of Education structure is a flexible one and can be expanded or contracted as necessary. It should be noted, however, that specifics can always be aggregated but that an aggregate can't always be broken down into specifics. For example, 14.02 Business Data Processing Systems includes 14.0201 Computer and Console Operator Programs, 14.0202 Peripheral Equipment Operator Programs, 14.0203 Programmers, and 14.0204 Systems Analysts. Data at the six-digit level, certainly would be more significant than data at the 4-digit level. Yet all of these could be added to give us a total figure for business data processing programs, if this is what we desire.

An additional feature is the opportunity to record new programs not now included in the classification structure. These may be entered in pertinent groups ending with the digit "99." These may turn out to be extremely important sections of the structure because from these compartments we may be able to ascertain if we are responding to the pressures of technological and social change.

We will be able to relate data on enrollments and completions to manpower trends and requirements. Using the data collected, it may become quite possible to match the "output" of vocational education institutions with occupations for which workers are in short supply.

At this point it should be noted that efforts are being made to train State and local vocational education and other personnel who may be using this document for educational planning in the use of the Dictionary of Occupational Titles. In November 1967, memoranda were sent to the U. S. Office of Education Regional Assistant Commissioners and to the U. S. Employment Service Regional Directors by Dr. Grant Venn, Associate Commissioner, Bureau of Adult, Vocational and Library Programs and Mr. Charles E. Odell, Director, U. S. Employment Service suggesting to these officials that they work jointly in arranging with State Employment Service and vocational education agencies to provide the training.

There are other uses to which this system may be put. For example, this new relationship table may also serve as a counseling tool because it will relate education to the world of work. It will indicate to students and teachers the occupations or range of occupations to which the student will be exposed as a result of taking certain educational programs. In this connection, the addition to the document of worker characteristics, such as aptitudes, interests, and physical attributes which are necessary for successful job performance is being considered.

Although the system has not been officially released, we are finding that it is already being utilized for various purposes. It is being used as a cataloging device for curriculum materials in our office. In Pennsylvania, the Department of Public Instruction, and the Research Coordinating Unit is conducting a study by county to coordinate labor market demands and supply with vocational education training programs. Connecticut has developed a form for obtaining data on a quarterly basis for all courses reimbursable under the Vocational Education Act of 1963. The Gregg Division of the McGraw-Hill Book Company has developed an "Accounting Curriculum Evaluation Kit," designed for high school programs in grade 10, 11, and 12 which is designed to help the educator conduct an occupational survey of the community, and plan and implement the necessary programs.

We hope that this new tool will satisfy the fundamental need for information on education allied to information about jobs and labor market trends and thus aid us to respond more quickly to technological and other changes. In essence, we anticipate that the data developed with the use of this tool will provide a basis for policy development and for the subsequent adaptation of programs to the changing needs of our economy and society.

In closing, I should like to offer this prophetic quotation from H. G. Wells' Outline of History: "Human history becomes more and more a race between education and catastrophe."<sup>6</sup>

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6 Wells, H. G., The Outline of History, Chapter 15, 1920

## Local School Planning and Budgeting by Activity

Allen R. Lichtenberger

It is my purpose, today, to present a point of view concerning the much discussed Planning Programming, Budgeting System which has caused the initials PPBS to be in popular use. As a first step, I shall change the wording to Program Planning, Budgeting, and Accounting in school system management and operation. I do this because these words tell me what I believe PPBS means.

As a second step, I want to put the whole process in perspective by saying that Program Planning, Budgeting, and Accounting is a way of thinking about what we are truly trying to do.

In what I have to say, I shall use simple words--words which I can understand--words which I believe help to brush aside some of the mystery that seems to accumulate about our thinking applied to PPB. You need not take many notes. If you are putting down some memory hooks, write this: PPB is a way of thinking about what we are truly trying to do.

While I will speak often of the superintendent of schools and how he may use the PPB concept, keep in mind that anyone in a management responsibility can apply the same process to advantage--principals of schools, department heads, and -- yes -- teachers.

I wish to approach this subject in two ways: First, from the standpoint of management control; second, through a description of file structure.

Take the first approach! What would be of greatest help to a superintendent of schools as he comes to his desk this morning? To this question there may be many answers, including tranquilizing pills, but try this one. What the superintendent needs is a display of fundamental data--one he can scan quickly--which "looks like" his school system. I suggest that you write that in your notes--a display of fundamental data that "looks like" his school system.

If I were to stop talking at this point, I am confident that each person here could take this one idea and build on it to develop a kind of PPB system. It came to me from a capable superintendent of schools who has a computer and who is working out his concept of PPB. He calls his computer a "rig." He said, "I want my 'rig' and my system to put before me a something--a display--that 'looks like' my school system."

Think of tomorrow, of next week, or of next month! Let's look at the display again! It will be changed! Why will it be changed? Because of what happens in the school system! You see, the display of fundamental data not only "looks like" the school system; it "acts like" the school system. (Just write down "a display that 'acts like' the school system in operation.")

If this presentation were to terminate, here, I believe that without exception, you could turn to your own work, or to any school system, and see many possibilities of establishing data displays that can help improve a way of thinking about what you are truly trying to do. What is the value in a display of fundamental data that "acts like" a school system, or, for that matter, any other operation? To name only two advantages, one would be a means of detecting problems before they fester. Another would be a means of noting excellent performance, not permitting it to go tragically unidentified and unappreciated.

With only a little imagination, each of us can envision that a display of fundamental data that "looks like" and "acts like" a school system in operation can be manipulated to help us see about what the school system will "look like," and about what the school system will "act like" next year, and the next year, and as far into the future as we can foresee exceptions and implement tested innovations. This is an exciting concept, extremely important to strategic planning. (Include in your notes something about making a display of fundamental data "look like" and "act like" the school system as it operates next year, and into the future.)

Here is one more point at which these remarks could be brought to a close; you would take the few emphases I have made, and ponder them. Then, I would hope you would discover that you have, in many ways, been doing fundamentally what I have been suggesting. I believe we are on familiar grounds.

Let's take a closer look at this display of fundamental data that "looks like" a school system. If we were to call a recess for an hour or two, and each of us were to sketch out a display which might "look like" a school system, I haven't any idea that we would come up with the same kinds of sketches. What we could expect, though, is that most of our quickly-developed displays would show clusters of activities. It is in our nature to divide work into jobs to be done. Whether we are aware of it, or not, these clusters of activities in a school system center about some things we intend to accomplish.

Call each of these clusters of activities a program. Here, there must be a definition, and it must be one which we accept; one which we understand. In education, a program is (1) a cluster of activities, (2) aimed at achieving identified, close-in objectives, (3) relating to target groups of pupils, (4) when those activities are performed over a specified period of time, usually a year or less.

I have worked on this definition for many hours over a span of years. Of central importance are the objectives, or whatever we call what we are truly trying to do, and the pupil groups, the individuals in whom those objectives are achieved in terms of behavior. It is futile to think of educational objectives without thinking of the types of pupils involved. I am not talking about distant, majestic objectives. What I am talking about are close-in objectives, the kinds of expected outcomes which can be seen to occur in pupil behavior within a short period of time, and which can be assessed in terms of the best tests and judgment we have at our disposal.

This is not to say that long-range goals are not important. They are important. I simply admit the fact that their measurement as related to the clusters of activities or programs we are discussing is beyond feasibility.

This is the best I can do in defining a program. It is the least of my concerns. The capable staff members in a school or a school system will identify their programs, and do it well. True, the programs in one school system are not likely to be the same as those in another school system. School systems need not "look alike." Too many of them do.

The determination of what is to be done to achieve the objectives of a program is program planning.

A careful estimate of the cost of doing what is planned to achieve the objectives of a program is program budgeting.

The maintenance of a record of what is done in the operation of a program is program accounting. It includes a record of actions, evaluations, and costs.

Draw a line, here, for we will come back to this point. Think, now, of the records maintained by a school system. There are five areas of record information. Let's talk about each one of them as a file. One is a file of data elements about pupils; one holds information about staff members; another contains facts about the curriculum; in still another we find data about school property; and there is the file of information about money received and disbursed by the school system.

For our purposes, the form of these files is not our primary concern. They may be wooden cabinets holding manually-maintained cards; they may be decks of punched cards; or they may be magnetic tape or discs. While the form of the files has much to do with how quickly they yield their data, the principles applying to them are the same, regardless of form.

It is in constructing these files that the groundwork for PPB is

accomplished. Take the file of pupil data! It must contain basic-unit, standardized, coded information about each pupil. A great many of the standardized items of information for this file are set forth in Handbook V, Pupil Accounting for Local and State School Systems.

The file of staff data should contain standardized, coded, basic-unit items about each staff member--teachers, clerks, principals, custodians,--all of them. Handbook IV, Staff Accounting for Local and State School Systems, presents most of the definitions of data items for the staff file.

In the property file, there should be the same kinds of orderly information we have discussed in connection with the other files. They have to do with sites, buildings, spaces in buildings, and equipment, all coded. In Handbook III, Property Accounting for Local and State School Systems, most of these items are found.

The curriculum file ought to hold items of information about subject matter areas, subjects, courses, and course elements, coded. An enormous number of these are defined and presented in Handbook VI, Standard Terminology for Instruction and Curriculum in Local and State Schools Systems.

The finance file should hold detailed, information about money transactions made by the school system. Handbook II, Financial Accounting for Local and State School Systems, now under revision, is the source of these items.

These are the files. They are basic. Their construction is not simple or easy. As separate, unrelated collections of data, they have some value. When their items can be quickly called out and interrelated through functional coding, they become virtually one file -- a comprehensive system of educational information -- very useful to management. A growing number of school systems now have these comprehensive systems of information. For the most part, they are being used for the work-horse jobs -- payroll, attendance accounting, inventories, and the like. This is commendable.

There is a limit to the value of a comprehensive system of educational information which is doing only the routine jobs. While there is some time-saving, and there are other distinct advantages, the potential for use of the files and a system of information to get to the "gut" purposes of education has scarcely been tapped. The greatest promise for use of information to make a significant difference in education, today, is to apply the comprehensive system of educational information to identified programs.

As most of you are aware, I am sure, we have operated schools for many years in the framework of an assumption that certain kinds of inputs will assure desirable outputs. Our evaluations emphasize inputs.

While this practice is defensible to a degree, I believe all of us are concerned that we are not relating educational resources to educational results in a manner which meets today's demands for accountability.

Returning, now, to where we were talking about a program, and program planning, and program budgeting, and program accounting, think of a school system which has discovered that it has a fairly large number of pupils who do not read well enough to achieve as they probably should in their academic courses. Assume that the school system has decided to do something about this problem by establishing a program with a tentative objective of raising reading competencies, say, two years.

Obviously, a single objective is not realistic. This is for illustrative purposes, only.

What are the steps to be taken? The answer is not complicated. Go to the files! Review the pupil data file; find out about these pupils who do not read very well, who they are, where they are, and the extent of their problem. Reconsider objective!

Go to the staff data file! Find the staff members who have competencies which can be brought to bear on the problem. Involve these people in the design of work. Reconsider the objective.

Turn to the curriculum file! Explore the possible alternatives for doing what needs to be done. Reconsider the objective.

Pupils and staff members must be in places at specific times as they work together. Go to the property file, determine the spaces in buildings at certain locations which will serve the program. Take stock of the essential equipment and materials to be used. Reconsider the objective.

Each of us knows that we would use the files in various ways, not necessarily in the order here presented. The point is, however, that in backing through the files as we have done, we have been doing program planning.

Here, we must turn to the finance file, and estimate the cost of doing what we have planned. If there isn't enough money, we must review the plan. If more money than expected is available, we may review the plan. Certainly, the objective would be reconsidered. This is program budgeting.

The program goes into operation. Staff and pupils are active. Bills come due and are paid. Checks on progress are made. Records of what happens are maintained, become part of the files. This is program accounting.

Time runs out. The first cycle of the program terminates. We know at once the cost of what was done. But was the objective achieved? This can be determined by the use of tests, the exercise of subjective judgment, all of the means we have of evaluating outputs. Whatever the gain, it is the value added. By relating cost to the value added we determine a cost-effect ratio. This is important. There is a great deal of difference between the cost of reading instruction, for example, and the cost of raising the reading competencies of a certain group of pupils a certain amount.

Here, I believe, is the critical point in our thinking. A capable school business manager, given a few hours of time, can report with reasonable accuracy the cost of virtually any segment or part of operation in a school system. This is not the same as applying cost to outputs--the attainment of objectives--the values added.

If we do not take this significant step in determining what our resources buy, we miss the whole point of PPB. Almost without fail, the searching question, "When you know the costs of outputs, what do you do with them?" is forthcoming.

Given an hour of time, I am sure that each of you would develop some very good answers to this question. One answer must have to do with the efficient allocation of educational resources. There are better ways of getting our money's worth out of programs. This doesn't necessarily mean that less money is to be spent. One of the most significant discoveries which PPB makes possible is that below a certain level of support, the cost-effectiveness of some programs drop almost abruptly to zero.

There is the important matter of alternative approaches to achievement of objectives. It is possible that some programs can be operated at less cost while accomplishing as much as came about through other approaches.

Certainly, the known costs of outputs would help us in establishing priorities. Some of us endured the time when we had to do what was called retrenchment.

The slashing out of segments of school system operations which occurred at that time might have been greatly reduced if we had had much better knowledge of the outputs we truly wanted to produce!

I want to emphasize that PPB is not an exercise in reducing school system budgets. It is a means of helping us apply money and other resources in the most effective manner possible.

It is of some concern to me that one of the great advantages of PPB--that of the value of feedback--is so little discussed. After the first cycle of a program, the closing of the loop, or feedback, to re-planning,

re-budgeting, re-operating, and re-accounting with emphasis on evaluation in the light of what was learned in the first cycle, offers enormous possibilities for the accumulation of knowledge about how to do the job better. An entire staff can become enthusiastically involved in this process. Teachers, for example, working closely with pupils and the identified objectives, are in excellent position to provide significant insights which may be fully as important as the hard data emerging from the program. Teachers, and other staff, instead of being wary and suspicious of PPB, may find in this process one of their greatest opportunities for making "upward contributions." This could be the subject for an excellent paper on school system management.

We should have little difficulty in understanding that a "program," or module of activity, or unit of behavior in a school system, geared to objectives, must be of such a nature that it will bring attention to each pupil as a unique person, not a faceless individual faced with frustration which has often made it so difficult for young people to become a part of our society. It is in the pupil as a unique person that we truly begin to visualize each program. Ask those people who argue that "no one can tell me what a program is," to think in terms of one child, his needs, his attitudes, his understandings, and his appreciations, and to visualize the kinds of development he needs now and on into his generation. The essential activities will fall into clusters, in sequences. Then multiply this child into numbers we can see as "target groups" of kids, in programs where they have a chance to win. A child in a program with objectives beyond or below his abilities is in a program designed to his failure.

Follow a pupil, today, through the usual routine of a day of secondary school! First, you will be impressed by the sheer rush, pressure, and hurry -- exhausting to most adults. Notice how very little one class session relates to other class sessions. Observe how extremely few are the opportunities for a pupil to help in the planning of his own schedule of learning, or to be creative, or to develop appreciations, or to be a citizen in the curriculum.

Then think of orderly programs or modules of activity with expected outcomes that pupils can understand--where there are designed relationships among activities--and where there are logical sequences geared to individual and group development. This is what is likely to come to pass as we settle down to a way of thinking about what we are truly trying to do.

There should be genuine encouragement in the fact that many of our school systems are much farther along the road to PPB than we might at first believe. I feel sure that the device of a display that "looks like" and "acts like" the school system, or a school, or a department, is worth developing. It becomes a kind of roadmap to be used by a management that knows where it is, where it wants to go, and how it is going to get there. It is for a management that is making things

happen--not merely presiding. It is for a management aware of what is technologically possible, then capable of making things happen as far as economic feasibility permits.

I do not suggest that the implementation of PPB as a way of thinking about what we are truly trying to do is an easy undertaking. There are difficult problems all along the line. Even some of our older laws and accreditation regulations--good in their time as educational safeguards--have become obstacles to progress. The matter of developing a readiness among people for the kinds of information that PPB reveals is not a simple process. Whether we care to admit, or not, the task of identifying objectives--what we are truly trying to do--is very difficult.

Finally, almost a paradox, PPB does not solve problems. It exposes them, brings them to light, calls attention to work to be done. This is much the same as a good bookkeeping system does. Bookkeeping does not solve financial problems. It points them out.

In closing, I want to emphasize that I look upon PPB as one of the most promising developments in education I have seen in 40 years of working in the enterprise. It is not a fad. It is not a mystery. It has been coming into the educational picture for a long time. If you begin to observe that the letters PPB are raising concern and fears, talk about it as a way of thinking about what we are truly trying to do! That's what it is.

#### The Utilization of Advisory Groups for Vocational Education

Sam Burt

In administering vocational education programs, local school administrators are required to develop and conduct the programs of instruction,

"In consultation with potential employers and other individuals or groups of individuals having skills in and substantive knowledge of the occupation or occupational field representing the occupational knowledge."<sup>1</sup>

While many educators have and do consult with individual industry,

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<sup>1</sup> Administration of Vocational Education, Rules and Regulations, Vocational Education Bulletin No. 1, revised, 1966 (Sec. 104 13, (h) (2), p. 17) Office of Education, U.S. Dept. of Health, Education and Welfare, Wash., D.C.

business and labor representatives,<sup>2</sup> the primary instrumentality for developing industry-education relations over the years has been the so-called "advisory committee." By estimate, some 20,000 such advisory committees are organized each year by vocational and technical educators and schools in an effort to involve industry people in helping develop public school occupational education programs. Some of these committees are effective. Some are not. I suspect that one of the major reasons for failure in making full use of industry-advisory committees is that most school people look at their advisory committees from their own point of view.

#### Ask Self Questions

An interesting exercise for any vocational or technical education program administrator would be to place himself in the role of a member of one of his advisory committee members and to then ask himself such questions as:

1. What information would I like from the school people?
2. In what ways could this committee be of real assistance to the school?
3. What would I like to happen at the committee meetings?

I suspect that this role-play would result in a traumatic experience. It may come as a shock to learn what the committee member would like from the educator and his service on school advisory committee.

If I were a member of a vocation school advisory committee, I would like, first of all, to feel that I was involved in an activity which was going to make some worthwhile and important contribution in the field of education. I would like to tell my family, friends and associates that I had been selected to help develop an important educational activity which was going to benefit my community and my industry. I would like to brag just a little that I had been recognized not only as an expert in the field in which I am earning a living, but also because I had some knowledge and understanding of the field of education.

#### What I Would Like

To support my feelings about this (hopefully) important service, I would like to:

1. have a letter signed by the school superintendent asking me to serve on the committee;
2. know exactly what is expected of me as a committee member in the way of advice, assistance, cooperation, money, and time.

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2 Note: For case of reference, the term "industry" is herein used to encompass business, labor, manufacturing, agricultural, and professional occupational areas and representatives.

3. be provided, initially and on a continuing basis, with information concerning vocational education developments within the school system, as well as at the state and national levels.
4. be invited occasionally, to attend local, state and national conventions of vocational educators (you will be surprised how many I will attend at my own or my company's expense).
5. receive, occasionally, a special invitation to attend a school function, a board of education meeting, or a state vocational board meeting.
6. be kept informed of special studies affecting the educational program of my school system.
7. be invited to attend meetings of other organizations involved in manpower development and utilization programs which may have some impact on the school program or on my particular industry interests.

In effect, what I am saying is that if you want me to advise you, I will feel a lot more comfortable if I know something about you and the environment in which you are operating! And while I am learning, I am not only becoming involved, but hopefully, am becoming identified with you, the school and the problems of the educational system. If you can get me to this point, you can be assured I will be an active participant in the school program and the advisory committee. As a matter of fact, I will be doing my best to go beyond offering advice, and actually cooperate with you in achieving your goals for your program.

#### How Far Would I Cooperate?

In what ways would I want to cooperate with you? To the fullest possible extent! I will be glad to help raise money for a scholarship fund; to help obtain needed school equipment on loan, as a gift or at a special discount; to contribute expendable supplies, instructional and guidance materials; to provide work-study programs for experience, to employ graduates; to help recruit students for the program; to assist in obtaining qualified instructors and help them in their instructional activities; and other services.<sup>3</sup> You name it, and I will try to provide it!

What I am really asking is that you, as the professional educator, provide me the interested layman, with counsel and leadership. Sometimes I might want to do too much and try to become involved in administering the program. When I do, just point out that I can best help by providing advice and cooperation rather than becoming involved in the details of day-to-day administration.

I would like to feel that I will be welcomed in the school as a friend

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<sup>3</sup> See Industry and Vocational-Technical Education, by Samuel M. Burt, McGraw-Hill Book Co., 1967, pp. 48-50 for a detailed list of such services.

and supporter, and not as an interloper or meddler. Of course, there are certain school regulations which I should observe when visiting, and you should make these regulations clear to me. But if I occasionally drop in to visit with you or the instructor without first calling, spend a few minutes with me. After all, I wouldn't come in if I weren't interested!

I would like to know what other schools and school systems are doing about the problems being presented to my committee. I want to feel there is some link between the school I am serving and other vocational and technical schools in the area. I would like to know what the private schools are doing and what MDTA educational and training programs are available in the community.

I want to understand the relationships which exist between these programs, the State Employment Service, "war-on-poverty" programs, correctional institution training programs and any others that will be providing my industry with manpower of varying skill levels. I want to know the "whole picture," and even get a chance to visit these other educational programs, and perhaps meet with their advisory committees once or twice a year.

I want to know about these other programs so that I will not have the nagging feeling I am being "used" to support one program in opposition to any of the others. Rather, I want to help improve "my school's" contribution to the total community educational effort—as a taxpayer, as an employer, and as an interested citizen concerned with and involved in improving educational and manpower development programs in my community and for my industry.

I would like some expression of appreciation for my volunteered services and contributions. If the advisory committee is as important to your program as you tell me it is, give it and its members some concrete form of recognition. For example, if I donate a piece of equipment, put my nameplate on the equipment. Send me a framed certificate of appreciation for my services. Hold a special annual event to recognize the services of advisory committee members. Include our names in the school catalogue. All of us like to see our names in print! Not only will this make me feel good, but when prospective students, their parents and others see that your programs, as described in the catalogue, are receiving advice and assistance from industry people, your programs will gain in stature and prestige.

#### About Meetings

When you ask me to attend a committee meeting, I would like to know what will be discussed at the meeting and know that the meeting will be run smoothly and be kept within reasonable time limits. I will want something to happen as a result of the meeting. I will want to know, as soon after the meeting is over, what did happen as the result of the advice

and services we provided. I don't want to be asked to attend a meeting to approve something after it happened. If I find out I am being used for this purpose, I will surely become your critic instead of advisor!

I know I am asking a great deal of you as an educator. But, after all, you did ask me to serve on your advisory committee. The more you provide "tender, loving care" for the committee, the more you will receive from us. And the more you get from us, the better will be your school program! Of course, I and the other committee members, as well as the industry we represent, will also be benefited by having a continuing source of qualified manpower available and by getting a good return from our educational tax dollars. We will also benefit through personal satisfaction in being involved in our school system and in education. There are all kinds of mutual benefits to be derived if the committee is effectively utilized.

### Effective Use of Expertise

In the final analysis, this is exactly what I want - effective utilization of my expertise, my knowledge, and my interest in serving one of the most important components of my community-my schools and its students. If you are prepared to tell me how, when and where, I will do my best to help you-and appreciate the opportunity to serve.

If you think I speak for myself alone you are very much mistaken. I assure you that most industry representatives who agree to serve on school advisory committees feel the same as I do. However, too often and in too many situations, their expectations have not materialized.

Why? Let's now look at ourselves as school administrators for the answer. It's really very simple. We have either not understood what motivates industry people to accept service on a school advisory committee - or understanding, have not been able to provide the leadership time and effort to effectively utilize the committees. I urge you to give this matter careful thought before you organize an advisory committee. If you can't provide the staff time needed to allow for the full range of interests and desires of your committee to serve the school program, you will be better advised not to establish the committee in the first place. A poorly used committee is worse than no committee at all.

Of course, without an industry advisory committee your occupational education program will probably not be of much value in properly preparing your students for the world of work. So you might, at the same time you decide not to have an advisory committee, eliminate your vocational and technical education program.

Like almost everything else in life, "You pays more money and you takes your choice!"

Public Information for State Department  
of Vocational Education Programs

Jarrot A. Lindsey, Jr.

A lady hiring a maid asked if she knew how to serve company. The applicant replied that she knew both ways, "So that they come again or so they stay away."

Those of us involved in dealing with the public and the press should keep this story in mind. We should ask ourselves: are we serving in the manner which makes people come back or stay away?

Aaron Cohodes, editor of Nation's Schools, suggests that better party manners and more know-how on the part of schoolmen and the press in their relations with each other would certainly help, as they are bound to help everyone holding a public position.

Probably, not many of you here spend your full time as a public relations or information director, but the fact remains that each of you, by your every action day to day, is performing in the public relations arena whether you realize it or not.

It should be obvious to you that no amount of good public relations activities can cover up bad administration, poor leadership and inadequate educational programs. You know the old adage, "You can fool some of the people, etc."

Mr. Cohodes tells us that "A good public relations program obviously won't be built by infuriating the press, which always has the last word. But it won't be built by coddling the press either. A better place to start," he says, "is with day-to-day performance and with concern for the impression the public gets when it deals with school custodians, teachers, secretaries, receptionists, administrators and students."

"Small acts of civility and kindness can accumulate and overpower headlines," he says.

What Mr. Cohodes tells us we must do is give a good impression as we deal with the public. So it stands to reason that the more we know about how to direct, change or manipulate public opinion, the more likely it is our efforts will be successful.

One essential way we can influence public opinion is by providing accurate, adequate information that people can use in forming their own opinions.

We live in a competitive world. So I believe we must assume that for every idea or cause we want to promote, there will be people on the other

side who will oppose the idea and try to frustrate our causes. If they are more skilled than we in supplying information through the mass media, they might well defeat us in our cause. So it stands to reason that you or somebody on your side needs to have skill in persuasive techniques.

Lindley J. Stiles, Professor of Education at Northwestern, as a result of a study he has made called "The Present State of Neglect" says, "Experience indicates that the handling of public information is one of the most sensitive and difficult problems confronted by superintendents of schools. More leadership failures are reputed to be caused by poor public relations...than by any other single factor..."

He further states, "The importance of maintaining close communication between schools and the public is incontestable in a democratic nation."

It makes sense, doesn't it, when we listen to the experts talk, that knowledge of good public relations and communications is a valuable asset for those of us in public education? I could be wrong, but I will wager that 10 years ago, maybe even five, you probably would not have found such a discussion group as this in an education meeting. But education is in the big time now. It is big business in every way -- from the numbers of people involved in it to the number of dollars spent on it.

We are in the public eye -- we are in the political arena -- we must be alert to all facets of good public relations and communications if we are to achieve those things we want for education.

Our basic job is to provide information to the people so that they can make intelligent decisions. But we must remember that communications is a two-way street. We cannot afford to provide just a bundle of words, throw it out and hope our message gets through. Merely hanging out the education linen for display without a thought to whether someone is looking misses the point. We must make every effort to get our story read and heard by the group we want to reach. And this involves the best public information techniques we can learn. We must identify our publics, be sure of the message we want to convey, and decide on the best way to communicate the message using the best techniques we know.

We must, therefore, be thoroughly familiar with each particular public we want to reach -- know its needs, its perspectives, its habits, its intellectual level, its background -- if we hope to communicate.

Too often, even knowing that our public image is important, we fail to make a concerted effort to build this image in any planned, orderly fashion. This is the job a public information specialist can do for you.

Arthur Rice, professor of education at Indiana University, asks the question, "When should a school hire a press agent?" and gives us this answer: "The public school system or any other major public service

agency definitely needs a specialist in communications. In the public school district it is the superintendent who is the public relations agent, regardless of what you call him. This job of keeping the public informed and interested is shared by his entire administrative staff and to a large degree by the entire teaching staff.

"The employment of an associate to assist the superintendent in conducting an effective public relations program is a legitimate and essential item in the school budget for any district that is large enough to employ an assistant for any other administrative service."

So, what is your state doing in the area of public information and communications? Are you still hiring more consultants and supervisors and wondering why the legislature is not as willing to give financial support to your programs? Or are you engaged in that important game known as "show and tell?"

I attended a meeting recently where a number of advertising, information and public relations specialists were gathered. The basic conclusions of this group was that we in this country are moving rapidly into a world of listeners!

Good looking publications -- yes -- if they meet the need for which they are intended. Good news releases, -- yes -- if they are prepared well and delivered into the hands of the right people. I am convinced, however, that people are turning more and more to the audio for their information.

There's a new "talk" radio station in Atlanta -- and I am sure they are springing up all over the country -- where experts sit at the station and people call in from outside to fire questions and comments at them. This station has become a household word for many housewives. They carry their portable radios from room to room while they clean house and do the laundry. And, unfortunately, they get many wrong ideas and many wrong answers.

Educators should be capitalizing on such avenues to tell their story.

For instance, one man called recently and said he could not read and write and consequently could not get a job. Other listeners kept calling to advise him to join the Army. (Which as an illiterate he could not do.) Finally, after a long siege of incorrect information, someone referred him to OEO.

I thought to myself how badly we are communicating -- no one suggested to him that educators might help, and his problem was learning to read and write.

Last year, our Department asked the state legislature for \$3 million to start a statewide kindergarten program. The Governor's Conference on

Education for five years straight has made this a major recommendation. We were convinced that everyone wanted public school kindergartens. The superintendent talked about it in all his speeches. But we did not get the funds.

Looking back, we realize what a poor job of communications we did. If we do the right kind of job this year, a number of legislators will be fighting each other to introduce the bill to begin public school kindergartens in Georgia.

But we did not do our job last year. We ignored the very large group of people who throughout the state have established private kindergartens as a profit operation. We assumed everyone wanted kindergartens.

We assumed that everyone knew what children do in good kindergartens today -- but we did not stop to think that even the name "kindergarten" conjures up visions of paper doll cutting and ring-around-the-rosie in many parents' minds. Early childhood education seems to be the new term, and this entire area of instruction has taken on a new concept in recent years.

Did one mother come forward to testify on the need for kindergartens? No! Did the PTA march on the Capitol? No! Did radio stations and TV and newspaper editorials decry the lack of such an educational opportunity for the children in the State? No! Maybe many of them were 100 percent in favor, but no one bothered to mobilize them to action. No one went to the local community and organized groups of parents. No one who knows his representative by his first name was encouraged to call up this representative and impress him with the need for such a program.

Well, I am not talking vocational education, am I? But maybe I am. Haven't we always gone about so many of our own pursuits in the same way? In some areas, good communications exist in vocational education. In other areas, no kind of communications exist at all.

At the Southern States Workshop, there is a group working for the third year in the area of educational communications. During the first year, we spent more time keeping the educators and the education information specialists out of fistfights than we did on the communications problem we were there to face. We realized quickly that to have any kind of progressive program of external communications, we had to look at our own household first.

Educators were accusing this new breed in education departments of changing their golden words -- and information people were saying what was written was educational jargon and needed changing for public consumption.

Some information people say they are treated like stepchildren in their states, not accepted by educators. I have found this to be true in

Georgia. We have recognized that it takes a number of specialists from the areas of data processing, accounting, personnel administration, the law, business administration and information to keep the education department running smoothly.

Every state is different in its approach to public information. When I came in as a vocational education information specialist 10 years ago, I was the only person in the country at that time. A survey several years later turned up two more. There may be some seven or eight today, but not many. Should he be there, on the vocational staff? I am not convinced that his place is necessarily there. His physical location within the department is still up for debate, as far as I am concerned. What I am saying, however, is that you do need an outlet for information, handled by an information specialist who knows the publics to reach, who knows what is really news and what is not.

Wherever he is located - in a central office or in the vocational division, he should be at the policy-making level and not placed down in the structure, lost from where the action is.

He should be given a voice in some policy decisions which involve communications and public relations. After all, this is his field just as home economics might be your field of training.

He can be a person working with a central department unit and assigned to cover vocational news. If located there he will have a better grasp of the total educational picture, he can better judge what in vocational education is really news as compared with other department news. He will not have the tendency to build individuals but will help to build better images in the public's eye. He will not be so close to the scene that he gets bogged down in less important tasks such as answering someone else's correspondence, designing youth citations and getting coffee for the director's staff meeting.

He will be independent to assert his own professional judgment as to how best to present material to the public, the legislature and the national Congress.

My main purpose here today is to say that, if you do not have a positive plan for dissemination of information which you keep side by side with your state plan of operations, you are way behind the times. Just what kind of a public relations animal are you anyway?

1. The Whale --

Do you tackle your public information or public relation program like the whale -- with a big mouth and little brain? Do you go around spouting off without any coordinated plan in mind and with little thought about the results. If you do, you may be like the whale -- you may be making a lot of splash but very few friends for your program.

2. The Codfish --

Or are you like the codfish in your approach to public information? Do you just feel that doing big things is enough -- that everyone will just automatically find out about them? If so -- like the codfish -- you may be laying a lot of eggs. Remember the poem:

The codfish lays a million eggs, the hen lays only one,  
But the codfish does not cackle to tell us what she's done.  
So we disregard the codfish while the lowly hen we prize,  
Which only goes to show -- it pays to advertise.

3. The Mocking Bird --

Maybe you handle your public information program like the mocking bird -- without planning or giving thought to your own particular needs or set of circumstances, do you just copy what others are doing? Sure, there are basic principles you should know and follow -- but you must be alert to those things that work best for you and not merely mimic someone else.

4. The Chameleon --

What kind of public information animal are you? Are you like the Chameleon -- do you just kind of blend in with the scenery? Change with the mood of the surroundings - run scared if anyone jumps at you - ready to surrender when cornered? Do you just try to fit in quietly with the circumstances and let things take their natural course -- basking in the sun of complacency?

5. The Giraffe --

Or are you the public information animal -- the giraffe -- Now there's a fellow on the move -- an effective public relations director dares to be different -- he's head and shoulders above the crowd -- he has real vision, a good outlook -- and he plans ahead -- if he didn't (because his head full of ideas travels out in front of his feet), he would fall flat on his face.

He's a good observer -- he looks in every direction like an overseer -- studies what everyone else is doing, and decides for himself the direction in which he should travel!

### Vocational Legislation

Lowell A. Burkett

It is a pleasure for me to participate in this leadership development seminar on vocational-technical education. The University of

Maryland has sponsored similar conferences in the past, and on behalf of the American Vocational Association, I express our appreciation for the leadership role that this University has assumed. There can be no doubt that your efforts have resulted in improved programs in vocational-technical education throughout the Nation.

It has occurred to me that my appearance here today may be a case of "fools rushing in where angels fear to tread." I probably should be listening; and you should be telling me, for you are out there on the firing lines; as the younger generation puts it; you are where the action is. As some of you may know, I have been away from classrooms for the past fourteen years.

Nevertheless, the American Vocational Association is in constant contact with every national group that has an interest in manpower training. I personally serve on the National Manpower Advisory Committee and with many other national and regional manpower and education groups. From some of these experiences, I want to share with you today some of the things I hear, the impressions I receive, and perhaps some items I have seen on the hidden agendas.

When I came to Washington some fourteen years ago, there was very little interest shown in vocational education and even the Congress was about ready to abolish the Federal appropriations for vocational education. The scene has changed. I am sure you are aware of the conditions which have led to this change in attitude; i.e., social concerns, manpower shortages, technological developments, structural changes in jobs.

Perhaps we shouldn't overlook the activities of AVA which have indirectly had a bearing on the upsurge in interest in vocational education. I cite such laws as the Manpower Development and Training Act, the appointment of a Panel of Consultants on vocational education; the passage of the Vocational Education Act of 1963, and the establishment of the Advisory Council on Vocational Education, and, hopefully, the Vocational Education Amendments of 1968. These activities have kept vocational education in business and in the headlines throughout the 1960's. Perhaps our efforts have not been good enough else we would not have programs such as the Job Corps; N.Y.C., O.J.T., O.I.C., JOBS, CAMPS, CEPS, etc. These undoubtedly came about because of the vacuum created by lack of vocational education. Something had to fill this vacuum.

The time has now come when we must fill that vacuum in manpower training with vocational and technical education. The job ahead cannot be undertaken by maintaining business as usual.

I am sure that some of you are going to say I have "joined the crowd" when I relate to you what I consider our jobs to be for the future. I am firmly convinced that most of us did not grasp the full meaning of the statement of the purpose of the Vocational Education Act of 1963 where

it states that vocational education should serve the education and training needs of "all the people in all communities." Some thought this could be accomplished with more money and more of the same old programs. Some thought that the regular programs must be thrown out and everything that was worthwhile had to be new. Somewhere between the two extremes must lie the answer.

Another obstacle has been the fact that we are continually getting hung up on the dichotomy between education and training. I have an entire speech on this subject, but I won't bore you with it. I merely want to say that education and training cannot be separated; and, for this reason, vocational education should have a major role in every program that is designed to prepare people for jobs. We do not have anywhere near the major responsibility today. Through the Federal-State-Local structure for vocational-technical education, we are expending less than 5 percent of all the Federal money appropriated for vocational education and training, including training in the Department of Defense. With this fact before us, can we afford to be complacent?

We have tended to become defensive and oftentimes offensive to some people. I say to you we must eliminate our defensive posture and get down to business at hand. The best defense is a strong offense.

A democracy cannot survive without education and training going hand in hand. In a democracy, the individual is important and he must be free to choose a job, prepare for it and make progress in accordance with his ability and his desire. Our public school system must take this into account. Individuals cannot be slotted into jobs and told that they must stay there. There are people in high positions in the Government who point to what is being done in some European countries where the freedom of the individual may be implied but not practiced. My concern, and I hope your concern, is that the preparation for employment remain a function of education.

We are indeed faced with new dimensions in vocational education which must be expanded if already conceived and initiated if not conceived. We have been in business for a long time in vocational education in the apprenticeship fields for entry level training, mostly at the high school level, and upgrading at the adult level. Both need expansion and improvement. We became involved in technical training after Sputnik and the passage of the National Defense Education Act of 1958. This area needs expansion and much improvement.

The 1963 Act focused on people and asked us to serve students at various levels in high schools, post high schools and programs for the adult and disadvantaged.

Our efforts in training and education for the disadvantaged have not yielded any great number of enrollees but we have demonstrated our capabilities. We have many success stories that must be translated

into more programs. Programs in this area are of great concern to all people today. Efforts will be expensive and will require the best leadership capabilities we have. Many of us have shied away from this because employers have set high qualifications for jobs. We were fearful that our programs would become a "dumping ground" from our secondary schools and that our placement records would show a low percentage.

The scene is changing and employers are willing to accept people who may not have the potential for supervisory positions. Employers are greatly in need of manpower; and many of them are showing a social conscience. Employers realize that people must have jobs to stay off welfare rolls and that they ultimately will pay for unemployment through increased taxes to support welfare and other remedial measures. Employers realize that they cannot train the disadvantaged without the help of education and they will assist through cooperative part-time vocational education programs. Again, education and training cannot be separated.

What are some of the things we have learned in dealing with the disadvantaged? What needs to be considered as we move into this field? Who are the disadvantaged? What makes them tick, and how do we get a handle on the situation?

First, these disadvantaged have a subculture that many of us don't understand. We try to impose a middle-class culture on a group of people that has never worked in productive fields. They have been forced to survive by pushing dope and numbers. They have their own standards. The economy of the ghetto does not contribute to the social and economic standards of the Nation. The disadvantaged have not succeeded in academic circles. They have health problems. Some need psychiatric treatment and, above all, they need to have a measure of success in what society as a whole considers to be best for the individual and for society.

Perhaps the most important thing to the disadvantaged is material possessions. I say this because they raided clothing stores, shoe stores, and appliance stores during recent riots in Washington. We have to help these individuals get the things they want and need by earning them. Let's help them get a job. Hopefully, they will see that to earn more money they need a better job, and that a better job will require training. The training necessary cannot be done without basic education. We may have to couple basic education with occupational training.

Some potential students will not be able to learn, earn, or adjust in present environments; therefore, residential schools must be established.

What kind of an institution will be required for those who have failed to learn to earn? Perhaps not a school or an institution labeled as such. They have already failed there. Perhaps a different institution as a part of the school system with sympathetic, understanding supervisors and instructors - perhaps skill centers.

Vocational education either stands on the threshold of a great future or on the brink of oblivion as far as public schools are concerned. If we do the job of meeting the occupational needs of all the people, we will emblazon vocational education on the annals of time. If we fail to meet the challenge, we might just as well forget the whole matter and let the agencies now clamoring to do the job take it over.

Congress wants vocational educators to do the job. They see some of the shortcomings of other agencies entering the field of education and training. We don't want to fall prey to our complacency. The public demands and needs our leadership. The future of our democracy may rest upon how well we do our job. This challenges me, and I hope you too feel a great sense of responsibility upon your own shoulders. We have responded to crises in the past -- World War I, the GI Bill of Rights, and other national crises. We are now faced with perhaps our greatest crises, and it has many new dimensions. The problems are economic, social, and educational.

The AVA leadership is urging Congress to pass legislation to help us get at our task. We support a bill, H.R. 16460, which includes funds for, establishment and/or strengthening of: comprehensive state-wide planning, work-study, opportunities for the disadvantaged and culturally deprived, cooperative education, leadership development, curriculum development, library facilities, teaching aids, national planning, direction and evaluation, national visibility for vocational education with strong leadership at the national level.

You are AVA. I hope each of you is a member. You set the policies. You give directions.

With 125,000 teachers in the United States and only 41,000 members, someone has not done his job as a leader. Will each of you rightfully assume that leadership? Let's get together as vocational educators, because we either move together or fail individually.

Vocational educators are a great group of people collectively, and we have proven our strength in the past. We have had great leaders in the past who have held us together. You are in that role today. Will you respond to the challenge?

## REPORTS OF PLANNING GROUPS

## Planning Group I

The following list\* of ideas for implementing the Advisory Council recommendations is hereby presented by Planning Group I for your consideration and reaction:

- R3-- Funds and permanent authority be provided for the Commissioner of Education to make grants or contracts to State Boards and, with the approval of the State Board, to local educational agencies and to other public or non-profit private agencies, organizations, or institutions for planning, development, and operation of exemplary and innovative programs of occupational preparation.
- Ia. That all such programs be approved by state boards for vocational education. Appeal by training agencies or institutions should be made to the Commissioner of the U.S. Office of Education. A copy of the appeal must be submitted to the state board for vocational education.
- Ib. Promotion of programs by the U.S. Office of Education be conducted by agencies of training and be approved by the state board for vocational education.
- Ic. That proposals shall provide for evaluation of effectiveness of the program.
- R4-- Funds and permanent authority be provided to develop and operate new and expanded vocational educational programs and services specifically designed for persons who have academic, social, economic, or other handicaps.
- Ia. That a permanent position should be established at the state level to provide for coordination of this program.
- Ib. That a working definition of persons with special needs be developed.
- Ic. That these services be coordinated with other agencies attempting to assist these persons.
- Id. That liaison be established with other agencies having special needs curriculum materials.
- Ie. That a non-structured educational program be utilized were feasible.

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\*R = Recommendation

I = Idea for implementation

- If. That flexibility of training in existing curricula be provided.
  - Ig. That provision be made for appropriate teacher training.
- R5-- The combined Vocational Education Act provide permanent authority for work-study programs at the secondary and post-secondary levels structured so as to combine education, training, and work experience, as well as offer income opportunities.
- Ia. That a vocational educator be appointed at the state level to supervise this work-study program.
  - Ib. That where feasible the employment experience should be related to vocational training.
  - Ic. That eligibility for participating in the program should be based on local economic conditions as well as labor market information of the area.
- R6-- Funds and permanent authority be provided for the commissioner to make grants to State Boards of Vocational Education, and with approval of the State Board, to colleges and universities, and/or public educational agencies to construct facilities and operate residential vocational schools.
- Ia. That environment and physical facilities be conducive to optimum learning potential.
  - Ib. That adequate social and recreational facilities be available.
- R7-- The Act provide for at least 25 percent of the funds appropriated for allocation to the States to be used for the intent set forth in purpose (2), post-secondary schools, and (3), adult programs, of the Vocational Education Act of 1963.
- Ia. That length of such programs must be commensurate with the training required for productive employment.
  - Ib. Institutions offering programs under this recommendation should accomodate students with a wide range of needs and abilities
- R14-- The Act recognize the need and provide support for professional and para-professional staff recruitment, preparation, and upgrading at all levels, including leadership, administration, teacher education, and counseling and guidance, on a state, regional, and National basis.
- Ia. That provision be made for local administrators to develop pre-service and in-service training.
  - Ib. That consideration be given to attracting persons from appropriate

occupational areas, to seek employment in vocational-technical education.

Ic. That vocational-technical graduates be employed as teacher assistants where feasible.

R15-- Twenty-five percent of the funds appropriated for Title IV of the Higher Education Act of 1965 be set aside for opportunity grants for students interested in entering post-secondary technical and vocational programs.

Ia. That funds should be used to encourage persons with the aptitudes and abilities that should be successful in vocational-technical programs.

Ib. That the state vocational education branch should be responsible for administration of these 25% monies.

R16-- Funds be authorized for pilot projects to study the feasibility of reimbursement to employers for unusual costs of supervision, training, and instruction of part-time cooperative students in publicly supported education.

Ia. That pilot programs operate for a period of two years or less before in-depth evaluation.

Ib. That programs be implemented only in areas where it is not feasible to utilize existing training facilities.

R20-- The Act include within the definition of vocational education "pre-vocational" and "employability skills."

Ia. That vocational personnel should be allowed to assist in a guidance program for elementary and junior high school pupils for orientation to the world of work and vocational opportunities.

Ib. That elementary curricula include basic practical arts experiences.

Ic. That junior high schools include practical arts curricula which are coordinated for ease in transition to vocational programs.

R22-- The definition of vocational education in the Act be expanded to include the responsibility of education for initial job placement and follow-up of persons who:

A. Have completed or are about to complete a program of education;

B. Require part-time employment to remain in school;

C. Need work experience which is an integral part of an educational program.

Ia. That a school placement service should be coordinated with the

State Employment Service guidance counselors, instructors, and vocational education administrators.

Ib. That where justifiable, on local level, a job placement director should be appointed.

R26-- A Learning Corp be established on a pilot basis to provide improved learning experiences for economically disadvantaged youth, particularly, inner-city youth. Such corps would arrange for young people to have the opportunity of living in selected homes in rural settings, small cities, and suburban communities and to enroll in local schools where skill development for employment would be a part of their educational program.

Ia. That this system be utilized only when residential schools are not available.

Ib. That teachers experienced in special needs instruction or personnel from the National Teacher-Corp be utilized in this undertaking.

#### Additional Recommendations for Consideration

1. Develop a teacher training program for potential vocational education teachers with flexibility to meet the increasing need for quality vocational teachers.
  - a. Evaluation to determine acceptable credits from technical programs for transfer into vocational teacher preparation programs should be encouraged.
  - b. Intern program for personnel from industry which will develop teaching competencies and allow matriculation as vocational instructors.
2. Place greater emphasis on short term, open end, vocational programs.
  - a. Funding to develop curriculum and teaching methods.
3. Develop a state and national public relations program for vocational education.
  - a. Funding of state sponsored public relations effort reimbursable under federal acts.
4. More emphasis should be directed toward increased efficiencies in guidance programs.

- a. Funding available to college, state department, and local administrative units. Establishment of collegiate programs to train vocational guidance personnel.
5. Stimulate in state departments of education increased efforts in leadership activities in program development.
    - a. Training requirements for all state staff positions in leadership activities on an organized basis which will give insight into all areas of vocational education.
    - b. Federal assistance for leadership materials and workshop activities (through Title V?)
  6. Consideration should be given to including private, profit-making schools in certain portions of the federal acts.
    - a. Innovative project applications may be reviewed.
    - b. Inclusion of work-study monies should be studied.
    - c. Programs for disadvantaged youth may be developed.

#### Planning Group II

R4-- To initiate these programs of special needs to train adults and drop-outs, there should be a linkage of funds and programs from the Vocational Act of 1963 and other Agencies.

In developing the programs, much consideration should be given to the ability level of the individual students.

Care should be taken that short-duration courses be utilized year round for these students.

Teacher education programs should be geared to teach teachers of students with special needs.

R5-- The Committee concurs that the work-study and cooperative program should be expanded as rapidly as possible.

The work-study program should be defined the same as in the Vocational Act of 1963 with funds available on 90-10 basis to the States.

Some of the cooperative programs which are in operation in some of the States are: D.E., D.O., V.O.T., Clerical V.O.T., and On-The-Job Training.

R6-- The Committee in reviewing the success of residential vocational schools in those states that operate them, recommends that funds be made available to provide co-educational residential vocational schools in all states at the secondary and post-secondary levels.

The residential vocational schools should be co-educational with an open policy on admission. These schools should be built where they could serve the needs of all students who would like to attend.

R7-- The Committee rejected this recommendation, as it felt that the States should have flexibility as to the amount spent for purpose (2), post-secondary schools, and (3), adult programs. It is assumed that each State will provide funds to those areas of greatest needs.

R8-- The Committee feels that Homemaking Education should be considered the same as other Vocational Education Programs. There should not be a separate allocation.

R11-- The Committee agrees to and commends recommendation number eleven to permit States to operate on a current basis.

Some of the small states cannot afford to wait until the year is half over before they know what their allotment will be to operate vocational programs.

R13-- The Committee is in favor of retaining the State Plan as now provided for. Some reasons for this recommendation are:

1. All states are now familiar with the State Plan method.
2. It is determined that the present State Plan method is easier to administer.
3. It is agreed that change should not be made merely for the sake of change.
4. The Plan may be changed at any time.

R14-- The Committee agrees to and commends recommendation number fourteen.

R15-- The Committee approves recommendation number fifteen.

R16-- Cooperative programs have been operated for many years on a highly satisfactory basis; therefore, the change to provide funds to employers in recommendation number sixteen is rejected.

R19-- The Committee concurs with recommendation number nineteen. Further, the Regional Office of Education Staff could be of assistance in this evaluation.

R20-- Adopt as stated.

R22-- Adopt as stated. (Already in Act)

R23-- Adopt as stated.

### Planning Group III

R1-- It is recommended that all federal vocational education acts administered by the Office of Education be combined into one Act.

It is recommended that implementation of Recommendation 1 include channeling all funds through the state boards of education.

R3-- It is recommended that funds and permanent authority be provided for the Commissioner of Education to make grants or contracts to state boards and, with approval of the state board, to local educational agencies and to other public or non-profit private agencies, organizations, or institutions for planning, development, and operation of exemplary and innovative programs of occupational preparation.

That state boards establish a project review committee to select proposed projects for referral to the Commissioner of Education.

The Advisory Council on Vocational Education has suggested that these exemplary and innovative programs be established "in a typical school setting" within the state. Therefore, the State Board should give a top priority to proposals that will satisfy this recommendation.

That the segment of the state staff that will ultimately be responsible for operational programs resulting from such demonstration should be intimately involved in these programs from the time they are initiated so that a smooth transition may be effected.

R4-- It is recommended that funds and permanent authority be provided to develop and operate new and expanded vocational educational programs and services specifically designed for persons who have academic, social, economic, or other handicaps.

That states use existing area vocational centers or provide special centers to facilitate the establishment of "special needs" programs in rural areas where small schools and low enrollment are not conducive to efficient program implementation.

That special needs programs be established so that students

completing these programs may either enter a regular vocational program or be placed in appropriate employment.

- R5-- It is recommended that the Act provide permanent authority for work-study and include work-study and work-experience programs in the secondary schools and those at the post-secondary levels related to vocational and technical education.

The committee agrees with this item and recommends that:

- a. the terms work-study, work-experience, and cooperative education be clearly defined to avoid misinterpretation, and
- b. states will have to give careful consideration to the role of the coordinator.

- R9-- It is recommended that the Act provide for the distribution of funds to the states on bases which will encourage increased enrollment, attendance, and improved performance.

The group endorsed this item and recommend that an equitable formula be worked out so as not to penalize the states by circumventing their minimum foundation plan.

- R10-- It is recommended that the Act permit matching of the federal allotment on a statewide basis.

The group agreed with this item and encourage states to help small counties and/or districts with lack of funds.

- R12-- It is recommended that the Act provide that salaries and expenses needed for the administration of vocational and technical education be included in the annual appropriation for this Act.

The group agreed with this item providing it includes enough personnel to cope with the administrative details.

- R20-- It is recommended that the Act include within the definition of vocational education "pre-vocational" and "employability skills."

Agree with this item and encourage exploratory programs:

- a. For all students.
- b. Grades 8 and 9.
- c. Use of general shops or multiple shops in many occupational areas.
- d. Students to spend some time in all occupational labs with

instruction evaluation of performance and apparent interest.

- e. Laboratories, equipment, supplies, instructor costs funded as other vocational programs.
- f. Teacher certification .
- g. Occupational information group guidance program to be developed and implemented.
- h. Correlation of classroom subject study work planned with the assistance of occupational guidance and vocational education related people.
- i. Instructional materials centers.
  - (1) pre-vocational
  - (2) vocational
- j. A program of visitation to work areas, visits to schools by persons employed in these areas, etc., be jointly planned by local vocational administration and general education administration. Possible partial funding of these activities from vocational act funds.

R21-- It is recommended that Section 4(a) of the Vocational Education Act of 1963 be changed to delete the word "area" and that Section 8(2) be changed to read: "The term vocational education facilities refers to --."

Equipment--(Schools that come under definition in Section 8(2) of Act) 1963.

- a. Statewide study of existing equipment.
- b. Develop a plan to replace and/or update obsolete equipment on a three to five year basis with money used from a state allotment distributed according to a formula based on:
  - (1) number of students in shop of that school.
  - (2) per pupil real estate valuation of community or communities supporting school.

Develop recommended equipment specifications for occupational areas.

- c. Buildings--Establish priorities on a formula based upon:

- (1) number of students grades 7,8,9.
- (2) per pupil tax base.
- (3) present facilities.
- (4) present number of pupils in vocational education.

Publish funding guidelines percentages for years of funding.  
Publish building requirements (other than local building codes).

R22-- It is recommended that the definition of vocational education in the Act be expanded to include the responsibility of education for initial job placement and follow-up for persons who (1) have completed or are about to complete a program of education; (2) require part-time employment to remain in school; and (3) need work experience which is an integral part of an educational program.

- a. State board require a placement person in all public secondary and post secondary schools offering a vocational program.
  - (1) full time if 500 students.
  - (2) Specific person part time if less than 500 students.
- b. State vocational funds pay at least 1/3 of salary.
- c. Certification guidelines to include at least 12 semester hours in guidance and counseling and a minimum of 2 years cumulative work experience not including teaching.
- d. Reports of placement and follow-up be made to state board and be published.
- e. In-service training for placement person be provided by appropriate organization.
- f. Proper secretarial help, travel funds, office space, telephone, etc., be provided by the school.

## EVALUATION FORMS

## Leadership Development Seminar in Vocational-Technical Education

Pre-Evaluation Form:

DO NOT SIGN!

Date \_\_\_\_\_

## LEADERSHIP TASK INVENTORY FOR VOCATIONAL-TECHNICAL EDUCATION

University of Maryland

DIRECTIONS: As leaders in vocational-technical education, there are many complex tasks you will be called upon to perform. Ten of these tasks are listed in this leadership task inventory.

Please place check marks on the scales provided to indicate how confident you are that you could perform the tasks well with no further training or preparation for the tasks. Work rapidly and do not omit any of the tasks.

TASKS TO BE PERFORMED	Degree of Confidence				
	Very High	High	Moderate	Low	Very Low
1. Planning for leadership development	_____	_____	_____	_____	_____
2. Interpreting recent vocational technical education legislation to educators and administrators	_____	_____	_____	_____	_____
3. Designing the evaluation of vocational-technical education programs	_____	_____	_____	_____	_____
4. Directing the planning of a state program for vocational-technical education.	_____	_____	_____	_____	_____
5. Explaining the recommendations of the National Advisory Council on evaluation of vocational education	_____	_____	_____	_____	_____
6. Providing leadership for the implementation of the National Advisory Council's recommendations.	_____	_____	_____	_____	_____
7. Explaining and coordinating the federal-state-local community roles in planning for vocational-technical education	_____	_____	_____	_____	_____
8. Informing the public of the role of vocational-technical education.	_____	_____	_____	_____	_____

- 9. Identifying groups and individuals needing vocational-technical education. \_\_\_\_\_
- 10. Giving leadership to the development of curriculums for vocational-technical education. \_\_\_\_\_
- 11. Explaining and directing the use of advisory groups in vocational education. \_\_\_\_\_

On-Going Evaluation Form:

DO NOT SIGN

Topic \_\_\_\_\_

Directions: Place a check mark on each scale to indicate how well the word or phrase describes your feelings in relation to the topic. React to each item as a discrete item (unrelated to the other items) in terms of your own interpretation of the item.

High Low

	+5	+4	+3	+2	+1		-1	-2	-3	-4	-5
	Content clear										

	+5	+4	+3	+2	+1		-1	-2	-3	-4	-5
	My participation										

	+5	+4	+3	+2	+1		-1	-2	-3	-4	-5
	Value to me										

	+5	+4	+3	+2	+1		-1	-2	-3	-4	-5
	Level of group interest										

	+5	+4	+3	+2	+1		-1	-2	-3	-4	-5
	Progress toward my goal										

Note: Place additional comments on reverse side



End of Seminar:

SEMINAR REACTION FORM

1. What is your overall rating of this Seminar?

---

Very satisfactory	Satisfactory	Average	Unimpressive	Very unsatisfactory
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2. Did you feel the goals of the Seminar were clear to everyone?

---

Very clear	Reasonably clear	Clear	Unclear	Muddled
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3. What progress do you think the group made toward its goal?

---

Achieved goal	Much progress	Some progress	Very little progress	No progress
------------------	------------------	------------------	-------------------------	-------------

4. How effective was the planning for this Seminar?

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Every detail planned for (outstanding)	Most details considered (superior)	Planning seemed adequate (average)	Some details not considered (poor)	Very poor planning (unsatisfactory)
--	--	---	--	---

5. Did the members of the group seem to contribute to the extent of their ability?

---

Outstanding participation by all	Superior participation by most	Adequate participation	Poor participation by some	Ineffective participation by most
--	--------------------------------------	---------------------------	----------------------------------	---

6. How effective was the leadership?

---

Outstanding throughout	Effective most of the time	Adequate	Effective occasionally	Unsatisfactory lost control of the group
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7. Did the overall atmosphere contribute to effective participation?

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Outstanding	Superior	Average	Poor	Very poor
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8. Did you participate in the workshop as much as you wanted to?

---

Very satisfied	Satisfied	Average	Dissatisfied	Very dissatisfied
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9. How has this Seminar influenced you?





10. Giving leadership to the development of curriculums for vocational-technical education.

11. Explaining and directing the use of advisory groups in vocational education.

12. Directing or advising regarding vocational research programs.

VIII. ERIC REPORT RESUME

(TOP)

ERIC ACCESSION NO.		RESUME DATE		P.A.	T.A.	IS DOCUMENT COPYRIGHTED?		YES <input type="checkbox"/>	NO <input checked="" type="checkbox"/>
CLEARINGHOUSE ACCESSION NUMBER		T/15/69				ERIC REPRODUCTION RELEASE?		YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>
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Leadership Development Seminar in Vocational-Technical Education									
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Larry G. Selland									
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University of Maryland, College Park, Maryland									
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RETRIEVAL TERMS									
Report of a summer institute entitled "Leadership Development Seminar in Vocational-Technical Education"									
IDENTIFIERS									
ABSTRACT									
The purposes of this Leadership Development Seminar were to develop an understanding of the critical areas of need for programs of vocational-technical education, together with extended awareness of desirable program developments to meet those needs, and to extend knowledge of techniques essential for effective coordination with governmental agencies, at all levels, involved in or responsible for vocational-technical education programs. / These purposes were achieved through a multi-dimensional approach of information presentation, outstanding speakers, varied discussion techniques, and participant involvement through committee work and conference assignments. Program content included such major areas as the role of vocational-technical education in the world of work, planning state programs, concepts of leadership, new developments in vocational-technical education, special needs, research and evaluation, advisory councils, public relations, and vocational legislation. † The major outcome of the seminar was furthering the abilities of each participant so that he may function more effectively at his level of responsibility and be better able to conduct leadership development activities at the state and local levels. The participants were selected on a quota basis upon nomination by state directors of vocational-technical education. The seminar was held at the Donaldson Brown Conference Center, University of Maryland.									