

CURRENT PROGRAMS FOR MEETING SPECIAL EDUCATION AND TRAINING NEEDS— A REPORT

*Roy W. Dugger, Deputy Assistant Commissioner
of Vocational and Technical Education
U. S. Office of Education*

Vocational and technical education are becoming increasingly important for all persons who desire to avoid unemployment due to automation and technological change. Many of the educationally disadvantaged require basic education before they can successfully pursue occupational training courses. The world of work today makes it increasingly necessary for workers to be trained and retrained continuously in the new and more complex skills demanded by business and industry. To meet this massive national training and retraining need, including basic education for the educationally handicapped, requires constant articulation between labor, management, and educational institutions which must cooperate to develop, finance, and implement effective training programs for all workers.

The pursuit of excellence in preparation for the world of work requires that all workers, at all skill levels, in all occupations, have opportunities to become effective and efficient in performing their daily tasks. A close look at the demands of today's world of work reveals that a wide range of skill and responsibility levels is needed in a great variety of occupations. Vocational and technical education programs must include high level technical education courses, a variety of offerings in the skilled job areas, and effective training for persons who must enter jobs with low skill requirements. Institutional and apprenticeship programs must be geared to the needs of people and the requirements of agriculture, business, and industry. Extension training for journeymen and other employed workers must be readily available to enable them to continue in employment in the ever-changing world of work.

In the development of a work force possessing the skills and technical competencies required to assure the peace-time economic development and the security of the nation, the federal government has assisted states and local communities in implementing several training programs during the twentieth century. In the attempt to further develop and expand vocational and technical education opportunities, the total federal contribution for training (exclusive

of training allowances) has increased from a 1960 appropriation of \$45,313,236 to a 1966 authorization of approximately \$217 million for vocational and technical education and \$167 million for training under the Manpower Development and Training Act of 1962. Investing these increased amounts in high quality training programs requires the best efforts of educators, labor leaders, and agricultural, business, and industrial management representatives.

Over the years vocational educators have found the use of local advisory or craft committees indispensable in developing sound training programs. These committees have been helpful in identifying occupational needs, in initial course planning, and in the needed curriculum revisions resulting from the placement follow-up process. Where committees have been composed of active and enthusiastic members of all segments of society affected, initial training programs have been effective in meeting the needs of employers. When these committees remained active in articulating employee success, excellent vocational and technical education programs have evolved. As the work force continues to become more and more mobile, it is increasingly essential that local, state, regional, and national advisory committees composed of active and enthusiastic members work closely together in the pursuit of training excellence.

Even though time has not yet permitted extensive follow-up of Manpower Development and Training Program graduates to get definitive information on employer ratings and job retention, the following observations appear significant:

1. Employer satisfaction and employee acceptance are enhanced by the effective utilization of an active advisory committee in job development, project planning, and course implementation.
2. Community support and trainee recruitment are aided greatly by active advisory committee participation.

public employment service officials, and other interested groups is the job development and training programs needed by socio-economically disadvantaged youth and educationally retarded adults. A review of the grade level of Manpower Development and Training Program trainees shows that only 3.3 percent had less than an eighth grade education, 7.2 percent had completed the eighth grade, the educational attainment of 31 percent ranged from the ninth through the eleventh grade, 49.7 percent had a twelfth grade education, and 8.8 percent had completed more than twelve grades. Two very significant facts are apparent from this grade distribution of Manpower Development and Training Program trainees. First, public employ-

ment service officials and vocational educators, even with the assistance of advisory committees, have not been able to engage in counseling, testing, screening, selecting, school guidance, training, job development, and placement programs for the educationally disadvantaged to the extent that is needed; and second, since more than half of the trainees had completed twelve grades, a high school education without appropriate vocational and technical education is no assurance of job security.

Labor, management, agriculture, business, and industry must share the responsibility through active participation on advisory committees and by other appropriate means to assist in the development and implementation of training and job development programs that will enable the educationally disadvantaged to obtain useful employment. Labor, management, agriculture, business, and industry must also share the responsibility of assisting local public and private schools, including universities, community colleges, and technical institutes, to include adequate vocational and technical education offerings in their curricula, and to provide extension training opportunities for all adults who must constantly retrain themselves to avoid the scourge of unemployment.

PROVISIONS OF VOCATIONAL EDUCATION ACT OF 1963

Public Law 88-210, the Vocational Education Act of 1963, provides for considerable expansion and improvement of the federal contribution to state and local communities that are implementing occupational training programs. For the first time federal funds may be used to help provide skill training for all people, in all communities, in all occupations which require less than the baccalaureate degree for initial job entry. Federal funds may be used, on a matching basis, for constructing area vocational school facilities, equipping laboratories and shops, employing competent teachers, and assisting students through work study programs.

Federal funds for expenditure in training programs are allocated to the states on the basis of a formula which includes factors such as relative populations and an economic index. State Boards for Vocational Education have the sole authority to administer the programs within each state under provisions of a state plan approved by the U. S. Commissioner of Education.

Ten percent of the new federal appropriations under the Vocational Education Act of 1963 are reserved to pay part of the cost of research, experimental, developmental, and pilot programs. These funds will be available to the U. S. Commissioner of Education for making grants to public and nonprofit private agencies. This is the first time

in the long history of vocational education that substantial amounts of federal funds have been available for the research and developmental programs which are essential for continual updating of occupational training programs so they meet the needs of agriculture, business, and industry as well as of the people who are enrolled.

LOOKING AHEAD TOGETHER

Providing for the education and training needs of youth and adults will require the close cooperation and best efforts of all representatives of all institutions. Land-grant colleges have rendered effective service in providing professional leadership in the past through research, extension, and vocational teacher education. This service now needs to be expanded to include teacher education in all occupational areas. In addition to improving their ability to serve youth and adults who rank in the upper three quartiles in ability, teachers must develop those competencies necessary to help the majority of the lower quartile become productive citizens. These challenging objectives must be met if the United States is to continue its economic development to benefit all people in all communities. By providing the needed professional leadership, land-grant colleges can certainly point the way to removing poverty from our land.

Agricultural research and education have played a dominant role in making this the strongest nation on earth. Agricultural efficiency in the United States has made it possible to devote the human resources required for industrial development. Many of the research and education principles which have helped agriculture become increasingly effective in improving "things" might be applied to the improvement of "human living." Your help is needed, therefore, in implementing a balanced research and education program designed to help people make a better living and to enable them to live better. Working together, agriculture, business, labor, industry, education, and government can eliminate the gaps in our educational system.

SUMMARY OF VOCATIONAL EDUCATION ACT OF 1963

(Part A of P. L. 88-210)

Declaration of Purpose

SECTION 1. The purpose of this act is to authorize federal grants to states to assist them to maintain, extend, and improve existing programs of vocational education; to develop new programs of vocational education; and to provide part-time employment for youths who need the earnings from such employment to continue their vocational training on a full-time basis.

Authorization of Appropriations

SECTION 2. Funds are authorized to be appropriated for grants to the states for the uses in Section 4:

Fiscal year 1964	\$ 60,000,000
Fiscal year 1965	118,500,000
Fiscal year 1966	177,500,000
Fiscal year 1967 and each fiscal year thereafter	225,000,000

Allotments to States

SECTION 3. (a) Ninety percent of the sums appropriated are to be allotted among the states on the basis of the number of persons in various age groups needing vocational education, weighted inversely by relative per capita income in the states.

(b) No state's allotment is to be less than \$10,000.

(c) Any state's allotment or portion thereof which the Commissioner determines will not be required for carrying out the state's plan during the fiscal year is to be reallocated to other states in proportion to their original allotments, but reduced to the extent the Commissioner estimates to be necessary to bring each reallocation within a state's actual need for additional funds.

(d) (1) This section defines the "allotment ratio" which gives an inverse effect to the per capita income factor in the allotment formula set forth in Section 3(a) of the act.

(2) The allotment ratios are to be promulgated by the Commissioner for each fiscal year. Allotment ratios are to be computed on the basis of the average of the per capita income for a state and for all the states (exclusive of Puerto Rico, Guam, American Samoa, and the Virgin Islands), for the three most recent consecutive fiscal years for which data are available from the Department of Commerce.

(3) Per capita income means the total personal income for a state or for all the states (exclusive of Puerto Rico, Guam, American Samoa, and the Virgin Islands) divided by the population of such state or of all the states.

(4) The total population and the population of each age group are to be determined by the Commissioner on the basis of the latest available estimates from the Department of Commerce.

Uses of Federal Funds

SECTION 4. (a) A state's allotment under Section 3(a) of the

new act may be used in accordance with its approved state plan for any or all of these purposes:

(1) Vocational education for persons attending high school.

(2) Vocational education for persons who have completed or left high school and who are available for full-time study in preparation for entering the labor market.

(3) Vocational education for persons (other than persons who are receiving training allowances under the MDTA, ARA, and the Trade Expansion Act) who have already entered the labor market and who need training or retraining to achieve stability or advancement in employment.

(4) Vocational education for persons who have academic, socio-economic, or other handicaps that prevent them from succeeding in the regular vocational education program.

(5) Construction of area vocational education school facilities.

(6) Teacher training and supervision, program evaluation, special demonstration and experimental programs, development of instructional materials, state administration and leadership (including periodic evaluation of state and local vocational education programs in the light of current and projected manpower needs and job opportunities) and other ancillary services and activities to assure quality in all vocational education programs.

(b) At least one-third of each state's allotment for any fiscal year prior to July 1, 1968, is to be used only for construction of facilities under Section 4(a)(5) or for certain vocational education programs under Section 4(a)(2), or for both. Thereafter, 25 percent is to be used for these purposes. At least 3 percent of each state's allotment is to be used only for the ancillary services and activities outlined in Section 4(a)(6).

(c) Ten percent of the amounts appropriated pursuant to Section 2 of the new act is to be used by the Commissioner to make grants to colleges and universities, and other public or nonprofit private agencies and institutions, to state boards, and with approval of the appropriate state board to local educational agencies. These grants will pay part of the cost of research and training programs and experimental, developmental, or pilot programs.

State Plans

SECTION 5. (a) A state, in order to receive funds under Section 3(a) of the act, is required to submit through its state board to the Commissioner of Education a state plan which:

(1) Designates the state board as the sole agency for administration of the state plan or for supervision of the administration thereof by local educational agencies.

(2) Sets forth the policies and procedures to be followed in the state in allocating funds among the various uses in Section 4(a) of the act, and in allocating federal funds to local educational agencies in the state.

(3) Provides for minimum qualifications for teachers, teacher-trainers, supervisors, directors, and others having responsibilities under the state plan.

(4) Provides for cooperative arrangements between the state board and the system of public employment offices in the state.

(5) Sets forth such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of, and accounting for, federal funds paid to the state (including funds paid by the state to local educational agencies).

(6) Provides assurances that the provisions of Section 7 relating to labor standards on construction projects will be complied with.

(7) Provides for making reports in such form as the Commissioner may reasonably require to carry out his functions under the act, and for keeping such records as the Commissioner may find necessary to assure the correctness and verification of such reports.

(b) The Commissioner is to approve a state plan which fulfills the conditions specified above, and may not finally disapprove a state plan except after reasonable notice and opportunity for a hearing to the state board.

(c) If, after reasonable notice and opportunity for hearing is offered to the state board, the Commissioner determines that (1) the state has changed its plan so that it does not comply with Section 5(a), or (2) the state has failed substantially to carry out its plan, the Commissioner is to notify the state board that no further payments will be made to the state under the terms of the act until he is satisfied that there will no longer be any failure to comply.

(d) A state board which is dissatisfied with a final action of the Commissioner with respect to disapproval of a state plan or the withholding of funds from programs under the plan may appeal to the United States court of appeals.

Payments to States

SECTION 6. (a) Payments are to be made to a state from its allotment under Section 3(a) of the act for the fiscal year 1964 on condi-

tion that the state will expend in such fiscal year in state and local funds an amount equal to that expended for vocational education in fiscal year 1963 under state plans approved under the Vocational Education Act of 1946 and supplementary vocational education acts.

(b) Except for funds spent for construction purposes under Section 4(a)(5), the funds allotted to the states in fiscal year 1965 and thereafter are to be used to pay one-half the cost of eligible expenditures under the state plan.

(c) The federal payments for construction of area school facilities in any fiscal year may not exceed one-half the cost of each vocational education school facility.

(d) Payment of federal funds allotted to a state under this act are to be made in advance by the Commissioner on the basis of estimates in such installments and at such times as may reasonably be required for expenditures by the states of the funds so allotted.

Labor Standards

SECTION 7. This section provides that laborers and mechanics employed on construction projects assisted under this act will be paid wages at rates not less than those prevailing as determined in accordance with the Davis-Bacon Act. The Contract Work Hours Standards Act will also apply to such laborers and mechanics.

Definitions

SECTION 8. (1) "Vocational education" means vocational or technical training or retraining which is given in schools or classes under public supervision and control, or under contract with a state board or local educational agency, and is conducted as part of a program designed to fit individuals for gainful employment as semiskilled or skilled workers or technicians in recognized occupations.

The term includes vocational guidance and counseling, instruction related to the occupation for which the student is being trained or necessary for him to benefit from such training, the training of persons engaged as or preparing to become vocational education teachers, teacher-trainers, supervisors, and directors for such training, travel of students and vocational education personnel, and the acquisition, maintenance, and repair of instructional supplies, teaching aids, and equipment. It does not include the construction or initial equipment of buildings or the acquisition or rental of land.

(2) "Area vocational education school" means:

(A) A specialized high school used exclusively or principally for

the provision of vocational education to persons who are available for full-time study in preparation for entering the labor market, or

(B) The department of a high school exclusively or principally used for providing vocational education in no less than five different occupational fields to persons who are available for full-time study in preparation for entering the labor market, or

(C) A technical or vocational school used exclusively or principally for the provision of vocational education to persons who have completed or left high school and who are available for full-time study in preparation for entering the labor market, or

(D) The department or division of a junior college or community college or university which provides vocational education in no less than five different occupational fields under the supervision of the State Board for Vocational Education leading to immediate employment but not leading to a baccalaureate degree.

(3) "School facilities" means classrooms and related facilities (including initial equipment) and interests in land on which such facilities are constructed. The term does not include any facility intended primarily for events for which admission is to be charged to the general public.

(4) "Construction" includes construction of new buildings and expansion, remodeling, and alteration of existing buildings, and includes site grading and improvement and architect fees.

(5) "Commissioner" means the U. S. Commissioner of Education.

(6) "State" includes, in addition to the several states, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, and American Samoa.

(7) "State board" means the State Board for Vocational Education designated or created pursuant to the Smith-Hughes Act of 1917.

(8) "Local educational agency" means a board of education or other legally constituted local school authority having administrative control and direction of public elementary or secondary schools in a city, county, township, school district, or political subdivision in a state, or any other public educational institution or agency having administrative control and direction of a vocational education program.

(9) "High school" for the purpose of this act does not include any grade beyond 12.

(10) “Vocational Education Act of 1946” includes Title II (practical nurse training program) and Title III (area vocational education programs) as well as the original George-Barden Act provisions in Title I.

(11) “Supplementary vocational acts” means those acts extending the provisions of the Smith-Hughes Act and the Vocational Education Act of 1946 to Puerto Rico, the Virgin Islands, and Guam.

Advisory Committee on Vocational Education

SECTION 9. (a) Establishes in the Office of Education an Advisory Committee on Vocational Education consisting of the Commissioner (as Chairman), one representative from each of the Departments of Commerce, Agriculture, and Labor, and twelve other members appointed for staggered terms. The Committee will be appointed by the Commissioner with the approval of the Secretary of Health, Education, and Welfare. Not more than six members are to be professional educators. The Committee will meet at the call of the Chairman but not less than twice a year.

(b) The Advisory Committee is to advise the Commissioner in the preparation of general regulations and with respect to policy matters arising in administration of this act, and the Vocational Education Act of 1946, and supplementary vocational education acts.

Amendments to George-Barden and Smith-Hughes Vocational Education Acts

SECTION 10. The following applies to the vocational education programs under the Smith-Hughes Act, the Vocational Education Act of 1946 as amended, and supplementary vocational education acts notwithstanding anything in those acts to the contrary:

(a) Any portion of any allotment under the Smith-Hughes Act, the Vocational Education Act of 1946 as amended, or supplementary vocational education acts may be transferred to or combined with (1) other allotments under the above-mentioned acts or (2) the allotment under Section 3 of the Vocational Education Act of 1963.

(b) Amounts allotted for agricultural education may be used for vocational education in any occupation involving knowledge and skills in agricultural subjects, whether or not such occupation involves work of the farm or of the farm home, and such education may be provided without directed or supervised practice on a farm.

(c) Amounts allotted for home economics education may be used for vocational education to fit individuals for gainful employment in any occupation involving knowledge and skills in home economics

subjects; and at least 10 percent of home economics allotments for fiscal year 1966 and thereafter must be used only for vocational education to fit persons for gainful employment in occupations involving knowledge and skills in home economics subjects, or transferred to another allotment under Section 10(a), or both.

(d) Amounts allotted for distributive education may be used for pre-employment vocational education organized to fit for gainful employment persons over 14 years of age who have entered upon or are preparing to enter upon such occupations, and such education need not be provided in part-time or evening schools.

(e) Amounts allotted for trade and industrial education may be used for pre-employment schools and classes organized to fit for gainful employment persons over 14 years of age who are in school. Such schools and classes may be operated for less than 9 months per year and less than 30 hours per week, and without the requirement that a minimum of 50 percent of the time be given to practical work on a useful or productive basis if the pre-employment training is for single-skilled or semiskilled occupations which do not require training or work of such duration or nature.

Extension of Practical Nurse Training and Area Vocational Education Programs

SECTION 11. This section makes permanent Titles II and III of the Vocational Education Act of 1946 relating to practical nurse training and the training of highly skilled technicians, continuing the Title II annual authorization of \$5,000,000 and the Title III annual authorization of \$15,000,000.

Periodic Review of Vocational Education Programs and Laws

SECTION 12. (a) The Secretary of Health, Education, and Welfare, during 1966, is to appoint an Advisory Council on Vocational Education for the purpose of reviewing the administration of the vocational education programs. The Council is to make recommendations for improvement of such administration, and is to review and make recommendations with respect to the status of vocational education programs.

(b) The membership of the Council is to include persons familiar with the vocational education needs of management and labor (in equal numbers), persons familiar with the administration of state and local vocational education programs, other persons with special knowledge, experience, or qualification with respect to vocational education, and persons representative of the general public.

The Council is required to make a report of its findings and recommendations not later than January 1, 1968. This report is to be submitted to the Secretary who in turn is to transmit the report to the President and the Congress.

Work-Study Programs for Vocational Education Students¹

SECTION 13. (a) (1) From the portion of the appropriation under Section 15 which the Commissioner determines shall be used for work-study programs under this Section, the Commissioner will allot to the states an amount which bears the same ratio to the sums so determined for such year as the population aged 15-20 (inclusive) bears to the total population aged 15-20.

(2) Funds will be reallocated in the same manner as under Section 3(c) of this act.

(b) To be eligible for participation, a state must submit through the State Board for Vocational Education a supplementary state plan which:

(1) Designates the state board as the sole agency for administration of the supplementary plan or for supervision of the administration by local educational agencies.

(2) Sets forth the policies and procedures to be followed by the state in approving work-study programs, under which the funds paid to the state will be used solely for compensation of students. No state may spend in any one year more than \$10,000 or 1 percent of its total allocation under this section (whichever is the greater) for developing its supplementary plan and for the cost of administering the supplementary plan.

(3) Sets forth the principles for determining the priority to be accorded applications from local educational agencies. These principles are to give preference to applications by local educational agencies serving communities having substantial numbers of youths who have dropped out of school or who are unemployed, insofar as financial resources are available.

(4) Sets forth fiscal control and fund accounting procedures in the same manner as in Section 5(a)(6).

(5) Provides for making necessary reports to the U. S. Commissioner of Education in the same manner as in Section 5(a)(7).

(c) A work-study program must meet the following criteria:

¹Appropriations for this program are authorized for the first time for fiscal year 1965.

(1) Be administered by the local educational agency and made reasonably available to all youths in the area who are eligible.

(2) Employment may be furnished only to a student (a) who has been accepted for enrollment as a full-time student in a vocational education program which meets the standards prescribed by the state board and the local educational agency for vocational education programs assisted under this act, or in case of a student already enrolled, is in good standing and in full-time attendance; (b) who is in need of the earnings from such employment to commence or continue his vocational education programs; and (c) who must be at least 15 years of age and less than 21 years of age, and capable of maintaining good standing in his vocational education program while employed under the work-study program.

(3) No student may be employed under such work-study program for more than 15 hours in any week in which classes are in session, or receive compensation exceeding \$45 in any month or \$350 in any academic year unless he attends a school which is not within reasonable commuting distance from his home, in which case compensation may not exceed \$60 in any month or \$500 in any academic year.

(4) Employment under the program is to be by the local educational agency or by some other public agency or institution.

(5) No state or local educational agency may spend for work-study programs (from sources other than payment of federal funds under this section) an amount less than its average annual expenditure for work-study programs for the last three fiscal years preceding the fiscal year in which its work-study programs under this act are approved.

(d) Provisions for the U. S. Commissioner's approval of the state's supplementary plan, withholding of federal payments in the event of nonconformity after approval, and judicial review of the U. S. Commissioner's decisions affecting the supplementary plan are identical to the provisions in Section 5 (b), (c), and (d).

(e) For fiscal years 1965 and 1966 the payment of federal funds is to equal 100 percent of state expenditures under its supplementary plan for compensation of students in work-study programs, plus an amount not more than one percent of the state's allotment or \$10,000 (whichever is greater) for development and administration of the state's supplementary plan. For fiscal years 1967 and 1968 the payment of federal funds is to equal 75 percent of the state's expenditures. In no fiscal year is the state to receive payment in excess of its allotment under Section 13(a).

(f) The Commissioner is to make advance payments in the manner specified in Section 6(d) of the act.

Residential Vocational Education Schools²

SECTION 14. From the portion of the appropriation under Section 15 which the U. S. Commissioner determines shall be used for residential schools under this section, the U. S. Commissioner of Education is authorized to make grants to state boards, to colleges and universities, and with the approval of the appropriate state board, to public educational agencies, organizations, or institutions, for the construction, equipment, and operation of residential schools to provide vocational education (including room, board, and other necessities) for youths, at least 15 years of age and less than 21 years of age, who need full-time study on a residential basis in order to benefit fully from such education.

Authorization for Work-Study Programs and Residential Schools

SECTION 15. Authorizes appropriations in the following amounts:

Fiscal 1965	\$30,000,000
Fiscal 1966	50,000,000
Fiscal 1967	35,000,000
Fiscal 1968	35,000,000

As noted above, the U. S. Commissioner is to determine the portion of such sums for each such year which is to be used for work-study programs and residential schools.

²Appropriations for this program are authorized for the first time in fiscal year 1965.