

Approved: 2/3/94
Date

MINUTES OF THE SENATE COMMITTEE ON EDUCATION

The meeting was called to order by Chairperson Dave Kerr at 1:30 p.m. on February 2, 1994 in Room 123-S of the Capitol.

All members were present.

Committee staff present: Ben Barrett, Legislative Research Department
Carolyn Rampey, Legislative Research Department
Avis Swartzman, Revisor of Statutes
LaVonne Mumert, Committee Secretary

Conferees appearing before the committee: Dr. Kenneth Hoyt, Kansas State University

Others attending: See attached list

Dr. Kenneth Hoyt, Kansas State University, gave an overview of the "schooling to employment" transition and related issues, the results of a recently completed Gallup poll concerned with career development of adults and his "Counseling for High Skills: Vo-Tech Career Options" project. Dr. Hoyt provided "A Summary Review of the Literature and Notes from Selected Key Documents" and commented on the major points of the summarized documents (Attachment No. 1).

Dr. Hoyt discussed the conclusions, implications and recommendations from the National Career Development Association 1993 Gallup Survey (Attachment No. 2). He said that those individuals with a four-year college degree were in the most advanced in career development, graduates of area vocational-technical schools (AVTSs) and community colleges virtually tied for second place, four-year college drop-outs were in fourth place and high school graduates and high school drop-outs lagged far behind the other categories. Dr. Hoyt noted that the most common answer for all employee groups regarding employers' involvement in training was "none". He emphasized the need for some system of community career development centers, especially for the 18-25 year old group, displaced adult workers and four-year college drop-outs, as well as women re-entering the work force and retired persons seeking employment. Dr. Hoyt stressed the need for a system to help persons leaving high school to secure some form of postsecondary training before entering the job market. He said individuals without basic job skills typically work at a low-skill job for about 10-12 years and then enroll in a community college or AVTS. He noted that the average age of the community college student in Kansas appears to be 28-30 years. Dr. Hoyt discussed the need for a statewide effort to involve employers in career development. He said there is a need to "re-do" the K-12 system of education to tie it much closer to "work". He stated that school is work and the best way to reform education is to make productive workers out of both pupils and teachers.

Dr. Hoyt provided details of the Counseling for High Skills: Vo-Tech Career Options project being funded by the DeWitt Wallace - Reader's Digest Fund. The grant is for \$3.3 million for the first three years of the project and is designed to help school counselors to provide more beneficial assistance to high school students as they consider and enter some type of postsecondary education (primarily community college or AVTS) other than a four-year college or university (Attachment No. 3). Kansas is one of the 13 states involved in the project under which high school counselors will collect data from current AVTS and community college students and follow-up with those same students after they enter the job market. Dr. Hoyt explained that the approximately 350 counselors involved in Kansas are members of the American School Counselor Association. The results of the study will be given to high school counselors and the public. He mentioned that the proprietary schools chose not to participate in the project, but the AVTSs and community colleges in Kansas have been very cooperative and helpful. Dr. Hoyt said the project became operational December 1, 1993, after a year of planning. He noted that the project is limited to individuals who are under age 25. The Committee was provided with a newspaper article describing the project (Attachment No. 4).

CONTINUATION SHEET

MINUTES OF THE SENATE COMMITTEE ON EDUCATION, Room 123-S Statehouse, at 1:30 p.m. on February 2, 1994.

Dr. Hoyt stated that he, personally, measures competency by performance rather than by an education degree. He talked about the need for elementary and secondary students to see the correlation between academic skills and job and work skills. In response to questions about his suggested community career development centers, Dr. Hoyt said that it needs to be a partnership effort and should probably be initiated by government. He went on to say that this system could begin with the existing AVTSs and community colleges. Dr. Hoyt commented that employers have a distrust of younger workers and regard a high school diploma as a certificate of attendance, so there is a need to address these issues as well.

The Committee was provided with an article by Dr. Hoyt, "A Proposal for Making Transition from Schooling to Employment an Important Component of Educational Reform" (Attachment No. 5).

Senator Tiahrt made a motion that the minutes of the February 1, 1994 meeting be approved. Senator Oleen seconded the motion, and the motion carried.

The meeting was adjourned at 2:30 p.m. The next meeting is scheduled for February 3, 1994.

SENATE EDUCATION COMMITTEETIME: 1:30 PLACE: 123-S DATE: 2/2/94GUEST LIST

<u>NAME</u>	<u>ADDRESS</u>	<u>ORGANIZATION</u>
Mark Tallman	Topeka	KASB
Gerald Hudsonson	Topeka	USA/KS
Craig Grant	Topeka	KNEA
Suzanne Chase	Topeka	KUFA
Linda Ramirez Chastan	Topeka	KDHR
Loretha Shelley	Topeka	KDHR
JUDY GINGERICH	"	"
Julie Layman	"	"
Bill Layes	"	"
Dave Overmuel	" "	KDOCH
Scott Hessell	Topeka	Kansas Inc.
TED D. AYRES	TOPEKA	REGENTS STAFF
Randy Williams	"	KDHR
Dave DeRue	"	Council on Voc Ed
Russ FREY	Topeka	KUMA
Marle Huer	Topeka	KAEC
Jim Edwards	"	KCCI
DON LINDSEY	OSAWATOMIE	UTU
Cindy Luxem		Governor's office

Counseling for High Skills: Vo-Tech Career Options

**A Summary Review of the Literature
and
Notes from Selected Key Documents**

**Counseling for High Skills: Vo-Tech Career Options is supported
by the DeWitt Wallace - Reader's Digest Fund.**

*Sen. Ed.
2/2/94
Attachment 1*

The DeWitt Wallace - Reader's Digest Fund

To help American youth fulfill their educational and career aspirations, the DeWitt Wallace - Reader's Digest Fund invests nationwide in programs to improve elementary and secondary schools, strengthen organizations and programs that serve youth, encourage ties between schools and communities and promote educational and career-related reform at the national level. Approved annual grants exceed \$60 million.

Counseling for High Skills: Vo-Tech Career Options
Need/Rationale for the Project
Review of the Literature

Counseling for High Skills: Vo-Tech Career Options

Need/Rationale for the Project

Review of Literature

If the U.S. is to compete effectively in the emerging high skills/technology oriented world marketplace, it is essential that most non-four-year college/university-bound high school leavers acquire some set of vocational skills needed in that marketplace (Carnevale, Gainer, & Meltzer, 1990; Mishel & Teixeira, 1991; Research and Policy Committee of the Committee for Economic Development, 1990; Secretary's Commission on Achieving Necessary Skills, 1991; U. S. Department of Labor, 1989). Currently, other industrialized nations, with active involvement of the private sector and various government programs, are far ahead of the U.S. in terms of preparing these youth for effective participation in a high skills occupational society (Council of Chief State School Officers, 1991; Education Writers Association, 1990b; Hoyt, 1990; Marshall & Tucker, 1992; National Center on Education and the Economy, 1990; Vickers, 1991). In the U.S., far too many youth seek employment directly after leaving high school with no specific job skills (Education Writers Association, 1990a). As a result, most wind up in the secondary labor market in low paying, dead-end jobs with no opportunities to be trained for advancement by their employers (Hamilton, 1990; Hoyt, 1990; The William T. Grant Foundation Commission on Work, Family, and Citizenship, 1988). Many employers regard the high school diploma as primarily a certificate of attendance and are unwilling to invest their funds in training unskilled high school graduates who are trying to find some way into the primary labor market (Marshall & Tucker, 1992; National Center on Education and the Economy, 1990; The Secretary's Commission on Achieving Necessary Skills, 1992).

Thousands of specific job skills oriented postsecondary educational programs currently exist in community colleges, publicly supported vocational/technical institutions, and in accredited proprietary vocational/technical schools throughout the U.S. Such institutions represent the best way available for many youth to acquire the kinds of occupational skills that will allow them to gain entry into the primary labor market. However, most secondary school students - and their counselors - know very little regarding either (a) the nature and variety of these institutions or (b) the quality of the educational programs they provide (Parnell, 1986).

Many school counselors, like other K-12 educators, have placed a higher priority on helping the thirty percent of high school youth who will some day be four year college graduates than on helping the seventy percent who will not (National Center on Education and the Economy, 1990). This must change.

Freedom of career choice is a treasured birthright of every American citizen (Hoyt, 1990). If non-four year college bound youth are to be assured of that freedom they must be provided the means to (a) learn the variety of options available to them for choice; and (b) receive career decision-making assistance. If these opportunities are to be provided, competent, committed professional school counselors will be needed. This project will help make it happen.

References

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- Hamilton, S. F. (1990). Apprenticeship for adulthood: Preparing youth for the future. New York, NY: The Free Press.
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- Parnell, D. (1986). The neglected majority. Washington, D.C.: Community College Press.
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- The Secretary's Commission On Achieving Necessary Skills. (1991). What work requires of schools: A SCANS report for America 2000. Washington, D.C.: U. S. Department of Labor.

The Secretary's Commission on Achieving Necessary Skills. (1992). Learning a living: A blueprint for high performance. Washington, D.C.: U. S. Department of Labor.

The William T. Grant Foundation Commission on Work, Family, and Citizenship. (1988). The forgotten half: Pathways to success for America's youth and young families. Washington, D.C.: Author.

U. S. Department of Labor. (1989). Work-based learning: Training America's workers. Washington, D.C.: Employment and Training Administration, U. S. Department of Labor.

Vickers, M. (1991). Building a national system for school-to-work transition: Lessons from Britain and Australia. Sommerville, MA: Jobs for the Future.

Notes from

Thinking for a Living

by

Ray Marshall & Marc Tucker

Marshall, Ray & Marc Tucker - Thinking For A Living.
New York: Basic Books, 1992

Introduction

1. P. xviii - "Here (in the U.S.) more than anywhere else, those who do not have and are not on their way to getting a baccalaureate degree - more than 70 percent of the population - are held in low regard, have little claim on the nation's goods and services, and are in no position to make the contribution at work of which they are capable. They are our single most valuable - and most wasted - resource."

Chapter 1 - The Mass-Production Economy: The American Way

1. P. 5 - "Taylor's approach to scientific management - "Taylor would tell him that he was not supposed to think, there are other people paid for thinking around here."
2. P. 8 - (in the mass production economy) "workers with no more than an eighth-grade education and little in the way of technical skills could end up drawing paychecks that enabled them to have two cars, a vacation cottage as well as a principal residence, and maybe a boat for fishing and water skiing. The system worked for everyone."
3. P. 11 - "What if competitors could someday figure out how to create a partnership between the engineers...and a highly educated front-line work force...What if one assumed that large investments in workers would yield more than (investment in) very expensive machines?"

Chapter 2 - Mass-Producing Education

1. P. 13 - (near the turn of the 20th century) "America performed a herculean task as it built a school system on the industrial mass-production model to fit the needs of a smokestack economy."
2. P. 16 - (professional managers) "should give detailed direction to the workers, the teachers, whose job it was to follow those directions with the strictest obedience....(p.17) - "the teachers became the blue-collar workers"....(p.18)
3. P. 19 - (In 1911, The NEA Committee of Nine) - "the purpose of high school...is "to lay the foundations of good citizenship and to help in the wise choice of vocation...(p.20 - 1918 - NEA Commission on the Reorganization of Secondary Education..developed its famous 7 objectives of education (with "vocation" being #4).
4. P. 21 - (after 1910) "in the next forty years, the academic subjects fell from three-quarters to about one-fifth of the high school subjects offered"... "in part what replaced the academic subjects was vocational education"...
5. P. 22 - "By 1910, several independent forces converged...(AFL, NAM, NEA)... "By 1917... passage of the Smith-Hughes Act..."This victory no doubt strengthened the American economy of the time, but it sowed the seeds of problems to come."
6. P. 23 - "...The school system worked..for the same reason that sweated labor worked..costs were kept low by recruiting..teachers..from among college-educated women and minorities who..were willing to work for wages and under conditions far below the market for most occupations requiring a college degree...The Japanese, and most European countries, made quite a different choice opting for salaries closer to those of other professionals...Beginning teacher pay in Japan is now about the same as it is for beginning engineers.."
7. P. 24 - .."Taylor did not expect line workers to think. When Bobbitt adapted Taylor's system to the schools, the same presumption applied...it was little wonder that teachers declined in the

esteem of the public..It would be little wonder that intellectually able people who expected to think for themselves would flee the schools at the first opportunity."

Chapter 3 - Technology, Competitiveness, and the New International Economy

1. P. 32 - "Technological advances in two critical areas, transportation and communications , were to have momentous effects on the shape of the international economy - led to a fully integrated international economy where a single corporation..could now purchase raw materials at the most advantageous price anywhere in the world, convert them into finished products wherever labor was least expensive, and ship them to the country where they could get the best price."
2. P. 33 - "(U.S.) prices of goods could not be maintained when they were competing with lower priced foreign goods of higher quality. Neither could the price of uneducated labor be maintained when multinational firms could get better educated and better trained labor at one-tenth the price abroad."
3. P. 35 - "advancing technology was to have a profound impact on the organization of work and the skills demanded by the work to be done."
 - a. P.36 - "Those who argue that advancing technology will produce better jobs point out that competition will lead employers to automate jobs that now require little skill leaving for humans the jobs that require more skill, greater autonomy, more individual judgment..and higher pay...in short using their heads."
 - (1) P.36 - "(there is) steady growth in the proportion of all jobs that require more education and pay well, and ..a steady decline in the proportion of jobs that require less skill and pay less."
 - b. P. 36 - "Other analysts are coming to quite different conclusions...growing use of technology to deskill jobs and control workers."
 - (1) P.37 - "These developments are slowly eliminating middle-class jobs and producing an ever-widening gap between an increasingly well-off management and professional class and a working class that is getting increasingly poor."
 - c. "It turns out that both groups of analysts are right."
 - (1) "the long term trend is toward a higher proportion of jobs on the higher rungs of the skills ladder."
 - (2) "the middle class is shrinking and the real incomes of those at the bottom of the ladder are declining."
4. P. 37 - "The answer lies in the way firms choose to organize work"
 - a. "The best firms are now organizing work around highly skilled, well-paid workers, using high performance work organizations."
 - b. P. 38 - "Worker motivation and morale are greatly enhanced because the workers take real pride in their work - they are no longer expected to leave their heads at the factory gate."
5. P. 39 - IN THE PAST
 - a. Employers had learned that
 - (1) price, not quality, was the key to profits,
 - (2) the source of productivity improvement was equipment, not workers,
 - (3) authoritarian methods of management produced the best results,
 - (4) the greatest efficiency was gained when front-line work was deskilled.
 - b. P.40 - Educators had learned that they could get public support/funding if

- (1) the need for adequately trained management/professional, senior technical personnel and skilled tradespeople were met.
- (2) p.40 - "most of the rest - fully half the students - left school with no more than the equivalent of an eighth grade education...it (the economy) would function quite well if nearly a quarter of the students did not graduate at all."

6. P. 42 - "We are the odd country out."

Chapter 4 - Our Competitors Take The Lead: The Path to Human-Resource Management

1. Germany

- a. P. 44 - "Arbeitslehre, a formal learning program about industry that is compulsory for all students in all grades except those in the gymnasiums (secondary schools for college-bound)."
- b. P. 44 - "...the Vocational Training Act of 1969 created the legal framework for the famed German apprenticeship approach to job training"
 - (1) P. 45 - "In 1938, part-time attendance for apprentices became mandatory, making the dual education system a reality for all apprentices...Most high school graduates not going on to college become apprentices in one of 480 trades and occupations at the age of 15 or 16."
 - (2) P. 45 - "Apprentices typically spend a day a week at a (state vocational school) specializing in the student's trade, and four days in a structured program of training at the employers work site, guided by a master of the trade."
 - (3) P. 45 - "Companies are not compelled to offer apprenticeships, but half of all craft firms and virtually all the major firms do so. They are not compensated for their costs"
 - (4) P. 46 - "Ninety percent of the apprentices are employed by the firm that trained them."
 - (5) P. 46 - The choices made for these students are not irrevocable. Fully one-third of Germany's graduate engineers came up through the apprenticeship system and then went on to the university.

2. Japan

- a. P. 49 - "The key actors..view each other, and are viewed by others, as a team" (labor, management, government)
- b. P. 51 - "...workers).. identify not with the kind of work they do, but with the firm.
- c. P. 51 - Large Japanese employers expect to provide virtually all the vocational education that new recruits need after they are hired....the most desirable vocational qualification is the highest possible level of general intelligence in a recruit"
- d. P. 52 - "how students perform in school makes all the difference when it comes time to look for a job."
- e. P. 52 - "...although Japan does have a vocational education system, it is in no way remarkable. The large employers rely mainly on the academic high schools for their recruits, not on the vocational education system"
- f. P. 53 - "The greatest source of shame is to let one's fellow workers down"
- g. P. 53 - "Blue-collar workers often make as much as graduate engineers."
- h. P.54 - "Employees, once hired, are very rarely dismissed before the retirement age of 55 or 60.

"Diversified Quality Production"

1. P. 55 - In both Germany and Japan

2. P. 56 - "Advanced forms of mass-production technology can now be used to make relatively short production runs efficient, and can also be employed by small craft producers to turn out

high-quality products for mass markets at a competitive cost.

3. P. 57 - "...it is a choice for (a) high wages, (b) a low wage spread, (c) worker participation, and (d) full employment."
4. P. 58 - "In this way, Germany and Japan have become societies whose members think for a living."
5. P. 58 - "We think of this new model as human-resource capitalism...the crucial factors turn out to be an adequate supply of high-quality human resources, business strategies that emphasize quality and productivity, and a pattern of work organization that fosters both of these goals."
6. P. 59 - "...all we have to do to become a low-wage country with a low standard of living is to maintain our current course."

Chapter 5 - America On the Precipice: Will We Boil The Frog?

1. P. 63 - "Both sources of new workers (baby-boomers and women) have dried up, leaving us on the edge of an economic precipice...The only way to avoid this is through a radical improvement in productivity."
2. P. 64 - "Fewer than 5% of American firms are embracing high-performance, high-productivity forms of work organization....They are choosing to compete with South Korea, Mexico, and the Philippines rather than Germany and Japan...
 95% of American employers report no shortage of skilled labor
 34 % of jobs require less than an 8th grade education
 Only 30% of jobs require a college degree
 "...there appears to be a rough balance between the skills American employers demand and the skills American educational institutions are supplying...(the reasons is American employers "are maintaining outmoded, low-performance, low-productivity forms of work organization...as long as they do that, America will continue to pursue a path toward ever lower wages and a lower standard of living."
3. P. 66 - "In one country after another, greater proportions of high school students are enrolled in courses in mathematics, science, and language, than in the U.S."
4. P. 68-69 - "50 years ago, most workers were expected to go to work and do what their boss told them to do...School was - and continues to be - much the same"
 - a. "...fewer than 1/8 of our general curriculum students end up in jobs for which they had any training at all in school...below those of virtually all industrialized countries"
 - b. P. 69 - "America has what may be the worst school-to-work transition program of any industrialized country in the world."
 - c. P. 69 - NOTE: "...most of our young people who leave school without going directly to college miss around in our labor market for years. They get a series of dead-end low-skill or unskilled jobs when they can and go on unemployed employment when they cannot, until about the age of 25 or 26 when, with precious few skills, they get their first "regular" job...millions of youngsters from impoverished backgrounds do not do even that well"
5. P. 69 - "Our competitors also make extensive provision for the transition from school to work."

6. P. 70 - "Winston Churchill once remarked that the U.S. always does the right thing - after it has exhausted all the alternatives."
7. P. 73 - "... (most Americans) believe the problem is will, not skills..do not think that higher skills are necessary..think technology education will make students excessively narrow...it is not that we lack a crisis; it is that we fail to see it
8. P. 74 "if ever there was a time to make the choice for a high-skill, high-wage economy, it is now."

Chapter 6 - Facing the Challenge - At Last

1. P. 77 - "...A Nation At Risk was flawed with respect to both its analysis of the problem and its prescription for solving it."
2. P. 79 - "(we must) make sure that the vast majority of our high-school graduates could take on tasks now assigned only to managers and professionals in our workplaces...(p.80)..virtually ALL students can perform at levels significantly above those at which they are now performing, and almost all can perform as well as the best in the world"
3. P. 82 - "Minimum competency is institutionalized mediocrity."
4. P. 85 - (Governors' Education Task Force) had 6 goals endorsed by President Bush - Clinton was Chair of the Task Force
"..meeting (these goals) will require that the performance of our highest achievers be boosted to levels that equal or exceed the performance of the best students anywhere. What our best students can achieve now, our average students must be able to achieve by the end of the century....to achieve the new national goals, we must invent a new education system."
5. P. 86 - "...In 7 years, the nature of the problem as well as the framework for solution has been almost wholly redefined."

Chapter 7 - "The Demand For Excellence: Can - and Will - Employers & Labor Lead the Way?"

1. P. 101 - Ira Magaziner (visit to Sweden) "the successful firms of the future..would be the firms that organized themselves for learning and for capitalizing on what they learn."
2. P. 102 - "new forms of work organization will not work unless (we recognize that) "it is just as important for front-line workers to learn constantly and to put that learning to work as it is for management". . ."the rate at which organizations learn may become the only sustainable source of competitive advantage."
3. P. 104 - "This country can begin by committing itself to a policy of high wages and full employment....It is time...to pass legislation that clearly establishes full employment and high wages as the overarching domestic policy goals of the U.S. and set forth a framework for achieving these objectives."
4. P. 105 - Provide incentives to employers to invest in the development of their employees...most industrial countries require employers to invest a sum equal to 1% of salaries and wages in the continuing education and training of their employees." (SCANS Commission recommended this for the U.S.)

5. P. 108 - "public education may be the industry most in need of the new forms of work organization required to improve quality and productivity."

Chapter 8 - Restructuring The Schools for High Performance: Tough Road To Excellence

1. P. 109 - "It is the system that is the problem, and only basic changes in the structure of the system will fix it."
2. P. 110 - "School districts are not performance-oriented organizations. There is no bottom line and there are no rewards for achieving it."
3. P. 110 - "Loyalty to the system, not contribution to student performance, is the the primary criterion for success in the schools."
4. P. 110-111 - "The lessons our best firms have learned..hold the key to great advances in our schools"..The basic formula is simple:
 - a. (be very clear) about what business they were in - getting goals straight
 - b. Communicate these goals to everyone in the organization
 - c. Find measures of progress that reflect achievement goals.
 - d. Create real rewards for performance and real penalties for nonperformance
 - e. Make major investments to give workers the skills, time, & information they need
 - f. Push former middle/top mgt. decisions down to the front line
 - g. Hold frontline workers accountable for the results of their work

IN SHORT, treat frontline workers like we treat professional workers
5. P. 112 - This basic formula can be applied to educational reform
 - a. A Nation Prepared: Teachers for the 21st Century - suggested how to do this with teachers & principals treated as real professionals
 - (1) P.113 - Clinton designed his own program from this in Arkansas
 - (2) P.113 - Rochester, NY - teacher salaries raised by 40+%
 - (3) P. 114 - Marc Tucker moved to Rochester with the National Center on Education and the Economy.
 - b. P. 116 - Pushing decisions down to the school level puts a premium on the quality of the school staff.
 - c. P. 117 - Currently "after teachers reach 12 years of service, they get only cost of living raises - the system reasons it is cheaper to get two new teachers and just as effective. ..it is the way we view counter workers in a fast-food restaurant."
 - d. P.119 - (In Rochester, NY).. "a provision in the teachers' contract providing for a district-wide policy requiring secondary school teachers to take personal responsibility for a group of students, keeping track of their academic progress in all their courses, and being in regular touch with their parents....But many teachers took the view they never signed up to be social workers"
 - (1) P. 125 - School staffs will be rewarded for increasing the school's proportion of successful students.
 - e. P. 126 - restructure the entire system for public education..The principles on which such a system should be built are clear:"
 - (1) Set clear goals for students, benchmarked to an international standard
 - (2) Find a way accurately to measure student progress toward those goals
 - (3) Push decisions ..down to the school level and involve parents in those decisions
 - (4) Reward school staff that produce strong student progress and real consequences for those whose students fail to progress
 - (5) Ensure each school has the financial resources it needs

- (6) Abolish all input rules/regs except those that relate to health, safety & civil rights and those needed to organize the restructured system
- (7) Set high performance standards for the education professions. Use them to control entry into and progress in the profession
- (8) Apply the Total Quality process for high performance management to the system
- (9) Set aside 4% of salaries & wages for continuing education of school staff
- (10) Organize employers & colleges to reward students who perform to the high standards the system sets.

Chapter 9 - Incentives: The Great Debate (All about the "SCHOOL CHOICE" question)

Chapter 10 - Building a System Driven by Standards

1. P. 143 - "...for the vast majority of American students, there is no incentive to do any more in school than simply show up and do just enough to get by."
2. P. 144 - "If ..students have no reason to work hard, they will not learn much...The issue here is standards."
3. P. 146 - (In Europe) "they use performance standards, not to free up the professionals to decide how to get the job done, but rather as a screening device to sort students into various futures...This ..provides powerful incentives to students..but it fails to provide the productivity improvements that will come about with restructuring the schools as a workplace"
4. P. 146 - Four components in this system of standards:
 - a. Certificate of Initial Mastery - age 16 - go to college or to tech/prof. studies
 - b. Prepare persons for jobs that do not require a baccalaureate degree
 - c. A system of teacher qualifications
 - d. A set of standards for both entering and leaving college
5. P. 147 - Certificate of Initial Mastery (to be completed by ALL students at varying speeds)
 - a. Thinking/problem solving skills
 - b. Capacity to apply what is learned to real life problems
 - c. Real mastery of bodies of knowledge - reading, writing, listening, speaking, mathematics, history, physical sciences, social sciences, the arts, and work skills" P.147
6. P. 150 - "The challenge is to create a system that sets a high standard and is structured to enable all but the most severely handicapped to reach it."
7. IMPORTANT FOR 'CHS" PROJECT - P. 153 - "There is ..an existing system of postsecondary training...More than half of those people who go through elementary and secondary education..participate in none of these and..enter the work force with virtually no vocational skills....For thoroughly 1/4 of high school graduates who go on to form form of postsecondary training not designed to culminate in a baccalaureate degree, the standards for that training, with the exception of the trades apprenticeships, are input standards, not performance standards"... "Contrast this to..most European countries where fully 85% of students who do not obtain a baccalaureate degree participate in an apprenticeship program lasting anywhere between two and four years."
8. P. 159 - "We would eliminate any requirement that candidates for a teacher's certificate attend a teacher reparation institution. We believe that they should have a bachelor's degree in a field

relating to the subject they will teach."...P. 160 - "In the end... this proposal would not destroy our teacher education institutions. To the contrary, it is likely greatly to strengthen them."

9. P. 163 - "New standards alone will not accomplish these goals, but the goals cannot be accomplished without new standards."

Chapter 11 - The Family

1. P. 165 - (families).. "teach us the value of hard work and investing in the future, or the pointlessness of work and the hopelessness of the future".."It will d the country little good..to restructure schools unless we make families better learning systems and include families as integral components of restructured schools."
2. P. 168 - "A child born to a single mother in the U.S. is five times as likely to be poor as a child born to a married mother."
3. P. 168 - "...On all of these indicators, the American experience is much worse than that of any other major industrial country..Divorce rates have doubled since the 1960s and the U.S. has by far the highest divorce rate in the world."
4. P. 169 - "...teenage pregnancies..another area where the rate for the U.S. is the highest for any industrial country. In America every year about 1/10 of all teenage girls or about one million a year, get pregnant."
5. P. 170 - "...the poverty rate among white American children is higher than the overall rate for any other major industrial country...About 32 million Americans were poor in 1988, seven million more than in 1978."
6. P. 171- "...the children of poverty..will be ..unable to qualify for (participation in) a high technology, high skill economy..because they will not have a high enough level of skills to justify an employer paying these high wages..They are therefore likely to become dependents of the larger society, on welfare or in jail."
7. P. 171 - "...most of the poor do work, but..a single person working full-time at the minimum wage cannot support a family..above the official poverty line..two adults working full-time at the minimum wage will make only \$17,677 after taxes - \$1,037 less than the poverty level for a family with four children..A single parent of two children working fulltime at the minimum wage will collect \$9,878 after taxes, \$1,054 less than the poverty line."
8. P. 176 - "Only the U.S., among 75 leading industrial countries, is without a national policy providing incentives for or mandating that parents be given time off to give birth to and care for an infant."

Chapter 12 - Rebuilding the Community Fabric

1. P. 183 - "Up until the Second World War, there were plenty of jobs in the city that required little or no education or skills...since the war, such jobs have been disappearing ..at an ever increasing rate...With them has gone the ladder out of poverty for the urban poor....Between 1970 and 1984, the city of Boston.. lost 44,000 jobs requiring little or no education and gained 67,000 jobs requiring higher education."

2. P. 190-192 - "The Wedman's Work/Scholarship Connection Program
 - a. For 14-16 yr old with high risk of becoming h.s. dropouts
 - b. Found part-time jobs (in secondary labor market)
 - c. a "mentor" (volunteer staff member)
 - d. Fulltime "youth advocate" for every 30 students -NOTHING ABOUT COUNSELORS!
 - e. 12 of the 30 finished high school - all but one are now in college

Chapter 13 - Technical and Professional Education

1. P. 201 - "The public spends \$19,940 on average on the education of youth 15 - 24 if they go to college but only \$9,130 if they do not."
2. P. 202 - In Japan h.s. completers seeking jobs "are selected based on their academic performance, not on the basis of vocational skills...Japanese firms..provide at their own expense all the vocational skill training these youngsters need after they are hired."
3. P. 202 - "The Swedish system..combines school and work. Work experience begins at Age 7 in first grade... when they are 16, they choose from among 27 "lines" the one they will pursue through upper secondary school...School vocational counselors, advised by industry committees, are responsible for organizing the "worklife" experiences of these students...(P.203).. "The Swedes have taken great care to design a system which does not commit youth to a narrow specialization for life."
4. P. 203 -(Youth Centers).. "staffed by teachers, career counselors, a social worker, and a nurse - (for youth who would otherwise be school dropouts).
5. P. 204 - (Danish system - VERY complex - outstandingly successful)
6. P. 205 - "In comparison with the school-to-work transition programs of other countries, the American picture is bleak.
 - a. 25% of its students drop out - NO dropout recovery program exists
 - b. Of those who complete h.s. about 1/2 are in the general track - "they leave school with no worthwhile skills..they get an unskilled, low-pay job, leave it, get another job like the first, and continue alternating between dead-end jobs and unemployment until ..in their mid twenties when they finally get their first "real" job
7. P. 209 - "By setting a single standard for everyone, we break ranks with the Europeans who use their exams to sort students out, dividing those who will go to college from those who will not....P.211.."We have a strong bias toward development of a system that educates and trains as broadly as possible..."
8. P. 212 - "...about out 75% of those who enroll in community colleges with the aim of getting an associate's degree fail to do so within 6 years."

Chapter 14 - A Labor Market System for America

1. P. 221 - (the Swedish system) "employment offices are staffed by trained counselors who can provide information about careers and training opportunities, conduct aptitude tests, and guide job seekers."

2. P. 221 - (Sweden) "Labor Market Training Group" (AMU) - - "most enrolling complete and about 60 to 70% of those who do so find jobs within six months."
3. P. 224 - "The Job Corps may be the single most effective federal program for job training ever created" ... "there are now 106 centers ..serving about 100,000 young people per year."
4. P. 227 - (in the European sense) "the U.S. has no labor market policy and no labor market system
.. "At the state level...(there is)..a collection of postsecondary institutions that offer whatever they care to against standards that they largely set for themselves."
5. (components of a successful labor market policy)
 - a. A strong foundation of academic skills for everyone
 - b. A universal dropout recovery system
 - c. A national system of standards for certifying ..skills..of those not going to 4 yr college
 - d. A modern job-matching system (computerized)
 - e. **A career counseling system independent of the institutions providing education and training**
 - f. A broad range of measures for upgrading skills of the unemployed
6. P. 230 - 235 - to get the "successful labor market policy" create "employment and Training Boards at the Federal, State, and Local levels"
P. 231 - "The states will have the major responsibility for developing a statewide system of postsecondary training to meet the needs of the unfolding Technical and Professional Certificate programs."

Part V - Two Futures: Which Will We Choose?

1. P. 239 - "The U.S. still has the largest and most productive economy in the world. We still generate the most patents and have the most admired research establishment of any nation. We remain the richest country on earth...**But the threat is clear...**our prosperity may vanish and our democracy be placed under siege."
2. "The plan we have presented is...a plan for new families...a plan for new schools...a plan for a new workplace where workers no longer "leave their heads at the factory gate"...a plan for a new society - a learning society.

Notes from

America's Choice: High Skills or Low Wages

National Center on Education and the Economy

Key Notes Compiled by K. Hoyt From
America's Choice: High Skills or Low Wages
The Commission on the Skills of the American Workforce
National Center on Education and the Economy - June, 1990
39 State Street - Suite 500
Rochester, NY 14614

Executive Summary

A. Organization of work in America

1. Old work organization - Taylorism
 - a. Break complex jobs into many rote tasks which the worker just repeats
 - b. Each manager controls large numbers of workers
 - c. Most employees need not be educated - far more important that they be **reliable, steady, and willing to follow directions**
2. New high performance work organization
 - a. Reduce bureaucracy by giving front line workers more responsibility
 - b. Workers are asked to use judgment and to make decisions
 - c. Management layers disappear as front-line workers assume responsibility for many of the tasks - from quality control to production scheduling - that others used to do
 - d. Require large investments in training by employers
 - e. Productivity & quality gains more than offset costs of higher wages & skill development.
3. Reasons why new work organization is needed - world will now pay high wages for
 - a. Quality, variety, & responsiveness to changing consumer tastes
4. **95% of American companies still cling to old forms of work organization (p.3)**

B. Is There a Skills Shortage in the U.S.?

1. Not generally - "With some exceptions, the education & skills of American workers roughly match the demands of their jobs". (p.3)
2. The primary concern of more than 80% of employers was "finding workers with a good work ethic and appropriate social behavior - **"reliable", "good attitude", "pleasant appearance, 'good personality' (P.3)**
3. **THE REASON WE HAVE NO SKILLS SHORTAGE TODAY IS THAT WE ARE USING A TURN-OF-THE-CENTURY WORK ORGANIZATION.**

C. How we prepare our front-line workers for work

1. **More than 70% of jobs in America will not require a college ed by 2000 (P.3)**
2. America may have the worst school-to-work transition system of any advanced industrial country
3. **Only 8% of our front-line workers receive any formal training once on the job (p.4)**
4. The American post-secondary ed/trng system was never designed to meet the needs of our front-line workers

D. How other industrialized nations prepare their front line workers- **THINGS WE DON'T DO**

1. Insist that virtually ALL students reach a high educational standard.
2. Provide "professionalized" education to non-college bound students
3. Operate comprehensive labor market systems which combine training, labor market information, job search, & income maintenance for the unemployed.
4. Support company based training through general revenue or payroll tax financing schemes
5. Have national consensus on moving to high productivity forms of work organization and building **HIGH WAGE economies (P.4)**

E. The Choice - High skills or Low wages? Now moving toward "low wages" (p.5)

1. Problem #1-
 - a. We lack a clear standard of achievement
 - b. Few students are motivated to work hard in school
- 1a. Recommendation #1- Create a **Certificate of Initial Mastery** standard to be met by all students by Age 16
 - a. Established nationwide - benchmarked to the highest in the world
 - b. Performance based assessments used - for which students can explicitly prepare - provide **MULTIPLE OPPORTUNITIES FOR SUCCESS** rather than a single high stakes moment of possible failure
 - c. Qualifies student to choose among (1) going to work; (2) entering a college prep program, or studying for a **Technical and Professional Certificate**
 - d. Will (1) establish objective standards for students and educators; (2) **motivate students**, and (3) give employers an objective means to evaluate student accomplishments (p.6)
2. Problem #2
 - a. More than 20% of students drop out of high school - make up more than 1/3 of the labor force
- 2a. Recommendation #2- Create **YOUTH CENTERS** to help school dropouts attain the Certificate of Initial Mastery
 - a. Create local **EMPLOYMENT AND TRAINING BOARDS** to operate Youth Centers
 - b. Don't permit children below Age 18 to work unless they have a Certificate of Initial Mastery or are enrolled in a program to attain it.
3. Problem #3 - America prepares only a tiny fraction of its non-college bound students to work
 - a. Most flounder in the labor market - go from one low paying job to another - until their mid-20s never being seriously trained
- 3a. Recommendation #3 - Create a comprehensive system of **Technical and Professional Certificates and Associate's degrees for the MAJORITY of students and adult workers who do not pursue a baccalaureate degree (p. 6)**
 - a. Create these across the **ENTIRE RANGE** of service and manufacturing occupations
 - b. 2 - 4 year programs of combined work & study
 - c. **ADVANCED CERTIFICATES** available throughout one's career
 - d. **SECRETARY OF LABOR** would convene national committees of business, labor, ed, & public rep to define certification standards
 - e. Students could pursue these programs in (1) high schools; (2) community colleges; and (3) proprietary schools
4. Problem #4 - The vast majority of American employers are not moving to high performance work organizations
 - 4a. Recommendation #4 - Require all employers to invest at least 1% of their payroll to the education/training of their workers. (P.7)
5. Problem #5 - U.S. is not now equipped to provide the kinds of highly skilled workers needed to support high performance work organizations (P.7)
- 5a. Recommendation #5 - Establish a system of **Employment and Training Boards** by Federal, and State government, (with "local leadership") to organize and oversee the new school-to-work transition programs and training systems being proposed. - The **LOCAL EMPLOYMENT & TRAINING BOARD for each MAJOR labor market** would:
 - a. Be responsible for the **school-to-work AND Youth Center-to-work** transition for youth
 - b. Manage and oversee the Youth Centers
 - c. Manage a "second chance" system for adults seeking Certificate of Initial Mastery
 - d. Manage system for awarding Technical/Prof. certificates at the local level
 - e. Manage a labor market information system
 - f. Manage and oversee the job service
 - g. Coordinate existing programs (P.8)

In Conclusion - THE STATUS QUO IS NOT AN OPTION. THE CHOICE WE HAVE IS TO BECOME A NATION OF HIGH SKILLS OR LOW WAGES.

Preface

1. A dozen nations now pay wages above ours. (P. 13)
2. Our poverty rate is much high than any of our major competitors (P. 13)
3. Our children rank at the bottom on most international tests P. 13)
 - a. Many of the countries with the highest test scores have more of their students in school than we do (P.13)
4. Since 1970, those with college degrees are prospering, but the front-line workers have seen the buying power of their paychecks shrink year after year. (P.14)

The Problem

IN A NUTSHELL: Over the past 2 decades, our productivity growth has slowed to a crawl, our incomes have stagnated, and the wage gap has widened between our nation's educational "haves" and "have nots" -our economy has grown because we now have 50% of people working instead of 40% in 1973 - we can't continue to find the economy growing for that reason.

1. Real average weekly earnings have dropped more than 12% since 1969.(P.19)
2. The highest earning 30% of American families increased their share of national income from 54% in 1967 to 58% in 1987, while the bottom 70% have been losing ground!
3. Over the last 15 years, the earnings gap between white collar professionals & skilled \ trade people has gone from 2% to 37% - and for clerical workers from 47% to 86%(p.20)
4. Over the past decade, earnings of college-educated males age 24-34 increased by 10%. Earnings of those with a high school diploma declined by 9% - h.s. dropouts declined by 12%
5. Over 60% of White families have incomes over \$25,000 compared with 49% for Hispanic families and 36% for Black families. The poverty rate for Black families is nearly 3 times that for Whites - and the gap has been widening (P. 20)
6. Over 40% of NEW workforce entrants in the 1990s will be minorities and immigrants.(p.21)
7. TO CHOOSE A MORE PROSPEROUS FUTURE, WE MUST IMPROVE PRODUCTIVITY

Is There A Skills Shortage

1. Survey of American employers found: (Pp 23 - 25)
 - a. Only 5% feel that ed/skills requirements are increasing significantly
 - b. More than 80% express concerns about "skills shortages" - BUT they mean "good work ethic" and "social skills"
 - c. Employers who think ed levels are insufficient usually refer to illiteracy and a lack of basic math skills
 - d. Only 15% of employers report difficulty finding workers with appropriate occupational skills - these are generally in chronically underpaid "womens' occupations and traditional crafts.
2. Where are people working?
 - a. **The U.S. employs 1 1/2 times as many janitors, nearly twice as many secretaries, and 5 times as many clerks as all the lawyers, accountants, investment bankers, stockbrokers, and computer programmers combined.**
 - b. There are 1.8 million engineers in America but 6.2 million work as retail sales clerks and more than 18 million on factory floors
3. What skills do jobs require? (P.27)
 - a. More than 1/3 require little more than an 8th grade education
 - b. More than 1/3 require a basic education plus some additional non-college skills
 - c. Less than 1/3 require a four-year college degree
4. Is America changing the way it works? - In general, the answer is NO. (P.28)

- a. Unskilled - dropped from 37% to 34% since 1972
- b. Skilled craft - dropped from 40% to 36% since 1972
- c. Mgt./Prof. - increased from 23% to 30% since 1972

THE INTRODUCTION OF NEW TECHNOLOGY INCREASES JOB SKILLS REQUIREMENTS FOR SOME BUT LOWERS SKILL REQUIREMENTS FOR OTHERS.

5. What is the challenge we face?
 - a. **With some exceptions, the education and skill levels of American workers roughly match the demands of their jobs. (P.28)**
 - b. The vast majority of businesses are not planning any major reorganization that would affect this equilibrium
 - c. Expected increase in % of college grads in workforce (6% in 1940 to 11% in 1959 to 22% in 1987 to 30% in 2000 won't dramatically alter the character of the labor market.
 - d. With this situation, the challenges are:
 - (1) instill in youth the attitudes/social manners required for work in industrial nations
 - (2) fill selected occupational shortages
 - (3) make provisions for day care and for immigrant workers

NOTE: If we meet these challenges, the SKILL GAP will disappear - BUT by preparing more Americans for TODAY'S jobs, we will, at best, perpetuate the nation's slow rate of productivity. - BUT THERE IS AN ALTERNATIVE!

America's Workers: Disposable Resource or Competitive Advantage?

1. Our wages are 5 times higher than those in Taiwan and Singapore, 6 times higher than in South Korea, and 9 times higher than in Mexico.
2. Employers are responding to this competition in a number of ways including:
 - a. Moving production to low wage countries
 - b. Replacing workers with machines
 - c. Lower labor costs by cutting wages & benefits - replace higher paid workers
3. Changes that came about when a "New Work Organization" system was installed in Texas
 - a. Plant now spends >5% of total payroll to TEACH workers
 - b. Work groups meet each morning to plan the work day
 - c. Productivity has improved by more than 200% - quality by 5 times, and inventory reduced by 40%
 - d. **No one has been laid off**
 - e. Production has expanded by 600%, a new product is being introduced, and the facility is employing more people than ever before.

HIGH PRODUCTIVITY WORK ORGANIZATIONS MEAN THE JOBS STAY AT HOME. JOB SECURITY INCREASES, AS DO WAGES.

The Organization of Work in America

1. Why mass production is outdated
 - a. High speed communication & transportation make it possible to produce most products anywhere in the world - when modern machinery is combined with low wages, costs go down
 - b. High wage nations - like U.S. - can succeed only by
 - (1) producing higher quality products
 - (2) providing customers with greater product variety
 - (3) introducing new products more frequently
 - (4) creating automated systems which are more complex than those that can be operated in low wage countries
2. An alternative: High Performance Work Organizations - **Guiding Principle: To reduce**

- bureaucracy by giving authority to direct workers for a wider variety of tasks.**
3. Why companies continue to make the low wage choice
 - a. A substantial initial investment is necessary to shift to a high productivity path
 - b. Returns on investments may take several years to realize.
 - c. Redesigning the flow of work and responsibilities can disrupt work processes
 - d. Public policy often encourages the low wage path
 - (1) Easy to hire temporary workers & then lay them off
 - (2) Foreign tax credit provide incentives for low wage production offshore
 - (3) Equal pay law doesn't apply to part-time and temporary employees
 4. Why work organization is critical
 - a. The advent of the computer, high speed communications, & universal education are heralding a third industrial revolution.
 - b. **WORK ORGANIZATION CHANGES DRIVE THE DEMAND FOR HIGH SKILLS**

How We Prepare Our Children For Work

1. Our whole system conspires to produce minimal educational effort or achievement among our students who are not college-bound. (P.43)
2. Less than 1/8 of general education students enter a job with any occupation-specific vocational education preparation. (P.44)
3. Our educational system is almost wholly oriented towards the needs of the college bound.
4. One in 5 American children grows up in Third World surroundings.
5. **Schools with the largest % of disadvantaged students offer 40% fewer vocational courses and facilities, 1/3 as many occupational programs, and 1/2 as many advanced courses as schools with the smallest % of disadvantaged students. (P. 45)**
6. **MOST EMPLOYERS LOOK AT THE HIGH-SCHOOL DIPLOMA AS EVIDENCE OF STAYING POWER, NOT OF ACADEMIC ACHIEVEMENT. THE VAST MAJORITY OF THEM DO NOT EVEN ASK TO SEE A TRANSCRIPT. (P. 45)**
7. **Few large firms in the U.S. will employ students who have just graduated from high school, preferring to wait until they have established some sort of "track record" (P.46)**
8. Our secondary schools are not organized to meet the needs of employers or work-bound youth
 - a. Even the voc ed system does a better job of placing its students in postsecondary educational institutions than placing them in jobs related to their course of study (P. 46)
 - b. **The guidance system is set up to help students get into college.**
 - c. There is no curriculum to meet the needs of non-college youth
 - d. There is no real employment service for those who go right to work
 - e. **Few guidance services are available for non-college youth (P. 47)**
 - f. No certification of their accomplishments is made for non-college youth
 - g. Non-college youth find no rewards in the workplace for hard work in school
9. **We have no national system capable of setting high academic standards for the non-college bound or of assessing their achievement against those standards.**
10. **OUR FUTURE DEPENDS ON HAVING HIGHLY SKILLED, HIGHLY MOTIVATED WORKERS ON THE FRONTLINE. THAT IS NOT WHAT OUR EDUCATION SYSTEM WAS DESIGNED TO PRODUCE.**

The Education and Training of America's Adult Workers

1. Each year, employers spend about \$30 billion on formal training - only 1/3 is spent on the non-college educated workforce, affecting no more than 8% of our front-line workers. (P. 49)
2. Only 100 - 200 - the largest companies with significant professional and managerial staff - spend more than 2% of their payroll on formal training.

3. The \$30 billion spent by companies represents less than 10% of the nation's annual public education budget. **We thus devote almost all of our educational resources to the first 15 to 20 years of life.**
4. Apprenticeship programs serve less than 300,000 people at any given time - less than 0.3% of our workforce. (P. 50)
5. Today, over 1,200 community colleges annually serve 5 million people in degree programs and another 4.5 million in non-credit courses. More than 2/3 of the classes they provide today are for adult vocational education.
6. Over 85% of students in proprietary schools are funded by Pell Grants and/or Guaranteed Student Loans.
7. Today, the Fed Govt. spends roughly \$5.7 billion annually on 13 major employment and training programs, 2/3 of which is JTPA.
8. States now send almost \$1 billion a year to train workers for new jobs and to upgrade the skills of those already in the workforce.
9. The current adult training and employment "System"
 - a. 7 different job classification systems are used by various federal agencies and 3 others by the armed services.. (DOT, as one of these, lists 12,000+ classifications)
 - b. More than 500 national/regional private groups set standards for selected jobs
 - c. BAT utilizes 97 separate industry committees to set standards for 384 occupations
10. The current situation - "A collection of bureaucratic subsystems rather than an effective system addressing needs of employees & employers at the community level.
11. **The American system of vocational education worked well for many over time, but has not been able to keep pace with the more rapid changes in the work place of today. (P. 56)**
12. **THE CHANGE TO HIGH PERFORMANCE WORK ORGANIZATION, AND THUS THE DEMAND FOR SKILLED WORKERS, IS LARGELY IN THE HANDS OF EMPLOYERS WHO MUST DECIDE WHICH ROUTE TO TAKE.**

Voices From Abroad

1. Germany, Japan, Sweden, and Denmark have maintained higher rates of productivity growth than the U.S. and their living standards and real wages have been rising steadily. Pay differentials between the college educated and non-college educated are narrower (P. 57)
2. **BASIC EDUCATION - The underlying assumption in all of these countries is that EVERY STUDENT CAN BE EDUCATED TO BE A PRODUCTIVE WORKER IN A HIGH WAGE, HIGH SKILL SOCIETY.**
3. School to Work Transition
 - a. Students in Denmark, Germany, & Sweden begin learning about occupations in the 7th grade.
 - b. Swedish students make field trips to workplaces and are required to complete 10 weeks of Summer employment by age 16.
 - c. In Germany, young people enter one of 380 formal apprenticeship programs and receive training in a company four days a week
 - d. Education generally combines school and work based learning
 - e. Companies and unions provide workplace training and maintain strong connections with the schools
 - f. **Reps from relevant industry councils and unions design national standards for these programs, certify training providers, assess performance, and certify completion (P. 60).**
 - g. Unlike the others, Japan emphasizes general education - specific job related skills are provided by the company throughout the individual's working life.
4. Company Training
 - a. Leading foreign firms spend up to 6% of payroll on training (P. 62)

5. Organization of work - Swedish & Danish firms are perhaps the most advanced
 6. Them and Us
 - a. They insist that virtually all of their students reach a high educational standard. We don't.
 - b. They provide "professionalized" education to non-college educated workers. We don't.
 - c. They operate comprehensive labor market systems which combine training, labor market information, job search, & income maintenance for the unemployed. We don't.
 - f. They support company based training through financing schemes based on general revenue or payroll tax. We don't.
 - g. They have national consensus on the importance of moving to high productivity forms of work organization and building high wage economies. We don't.
- America's approaches have served us well in the past. They will not serve us well in the future.**

The Choice:

Today

1. We demand little of non-college bound
2. We write off dropouts
3. We blame schools for not providing the types of workers employers want
4. We stop educating non-college bound at Age 18 - they must sink or swim
5. Public labor policies limited to income maintenance and minimal training for the poor and unemployed
6. We don't seem to care if companies choose to compete by cutting wages or by increasing productivity and quality

Tomorrow

1. Demand high performance from ALL students
2. Ensure ALL youth get the ed. they deserve
3. Employers must share responsibility with schools for defining standards & helping youth make the school-to-work transition
4. Provide a means for non-college bound & adults to acquire/renewal productivity skills
5. Expand policies to embrace skill development for all workers
6. We must provide incentives for the high productivity, high quality choice

The Foundation Skills

Recommendation #1: A new educational standard should be set for all students, to be met by Age 16. This standard should be established nationally and benchmarked to the highest in the world.

1. The CERTIFICATE OF INITIAL MASTERY would certify for each student
 - a. A demonstrated ability to **read, write, compute, & perform** at a world-class level in **mathematics, physical and natural sciences, technology, history, geography, politics, economics, & English.** (P. 69)
 - b. A capacity to learn, think, work effectively alone and in groups, & solve problems
2. At the heart of the system would be a series of performance based examinations for which all students can explicitly prepare. (P. 70)
3. Students can collect credentials cumulatively - perhaps beginning in middle school years thus allowing each pupil to proceed at his/her own best pace
4. Exam to be administered by an INDEPENDENT NATIONAL EXAMINING ORGANIZATION with reps from educators, employers, and the citizenry at large (P. 70). **The organization should be independent of schools and school systems and protected from political pressures.** (P. 70)

NOTE: THIS IS SURE TO BRING EDUCATOR RESISTANCE

Universal Mastery of the Foundation Skills

Recommendation #2: The states should take responsibility for assuring that virtually ALL students achieve a CERTIFICATE OF INITIAL MASTERY. Through the new local EMPLOYMENT & TRAINING BOARDS, the states, with Federal assistance, should create and fund alternative learning environments for those who cannot attain the "Certificate of Initial Mastery" in regular schools.

1. Some will attain it prior to Age 16 and move on - others will stay in school until Age 18 to get it - still others will drop out
2. **LOCAL YOUTH CENTERS** - The Dropout Recovery System
 - a. 1st priority - helping youth attain the Certificate of Initial Mastery through a year round program
 - b. Program includes basic education, employment, and **career counseling**, work experience, and job placement
3. Building work/ed connections for youth who do not have their Certificates
 - a. Today, the motivation to achieve in school is often overshadowed by the money a job can provide
 - b. The lack of any clear, direct connection between education & employment opportunities is one of the most devastating aspects of the existing system.
 - c. **Suggested solution: Amend child labor laws to make granting of work permits to persons up to age 18 contingent on either possession of a Certificate of Initial mastery or enrollment in a program leading to the Certificate.**
4. Preschool preparation and school restructuring
 - a. The schools - like our businesses - need to be restructured for high performance by pushing decisions down to the school staff and then holding the staff accountable for student performance. (P. 74)
 - b. School staffs need real rewards for success and real consequences for failure (P. 74)
5. Funding the Youth Centers
 - a. School district would transfer to the Youth Center the average per pupil expenditure that the school would have received for the pupil had he/she not dropped out - Payment would continue until the student receives the Certificate or reaches Age 21.
 - b. New funds from State and local government.

Technical and Professional Education

Recommendation #3: A comprehensive system of TECHNICAL AND PROFESSIONAL CERTIFICATES and associate's degrees should be created for the majority of our students and adult workers who do not pursue a baccalaureate degree.

1. Offered across the entire range of service and manufacturing occupations
2. Four elements
 - a. Performance based standards set by national committees convened by **Secy. of Labor**
 - b. Programs offered by high schools, community colleges, & other ed institutions with **accreditation by state boards of higher and vocational education.**
 - c. Employers should provide part-time work/training as part of the curriculum
 - d. States & Fed Government should furnish 4 years of financing to ALL Americans to allow them to pursue ed beyond the Certificate of Initial Mastery at some point in their adult lives - (IMAGINE HOW EXPENSIVE THAT WOULD BE!)

Lifelong Learning and High Performance Work Organizations

Recommendation #4: All employers should be given incentives and assistance to invest in the further education and training of their workers and to pursue high productivity forms of work organization.

1. NOTE - IMPORTANT - American employers on average spend slightly more than 1% on formal training. However, the distribution of spending is highly skewed. A small percentage of firms spend more than 2%, while the vast majority are well below 1% (P. 82)
2. We recommend that:
 - a. The Fed Govt require all employers to spend a minimum amount of funds annually to send their employees through certified education and training programs. (Initially 1% with the amount increasing over the decade.
 - b. Employers failing to meet this requirement would be required to contribute 1% of payroll to a national SKILLS DEVELOPMENT FUND (which would then train temporary, dislocated, and disadvantaged workers.
 - c. Up to 15% of funds be used for expenses associated with efforts to redesign work (P. 83) and a NATIONAL INFORMATION AND TECHNICAL SERVICE be established to provide support to companies in the organization of work (P. 84)
 - d. U.S. Dept. of Commerce should establish a NATIONAL CLEARINGHOUSE FOR THE REORGANIZATION OF WORK AND WORKFORCE SKILLS DEVELOPMENT.

And A System to Pull It Together

Recommendation #5: A system of Employment and Training Boards should be established by Federal and State governments, together with local leadership, to organize and oversee the new school-to-work transition programs and training systems we propose.

1. The local Employment and Training Board would (among many other things)
 - a. Take responsibility for the school-to-work and Youth Center-to-work transition for young people, and for their further **counseling** on education, training, & work opportunities
 - b. Manage a labor exchange service, which would provide information, **counseling**, and contacts for individuals seeking job opportunities(P. 89)
2. ..."skills upgrading for the majority of ..workers becomes a central aim of public policy"
 - a. Begins with initial skills prep of youth & their school-to-work transition
 - b. Continues with operation of skills upgrading programs for adults
 - c. Ties this central mission with job information, **employment counseling**, job placement, and income maintenance for the unemployed. (P. 90)

Notes from

The Myth of the Coming Labor Shortage:
Jobs, Skills, and Incomes of America's
Workforce 2000

by

Lawrence Mishel & Ruy A. Teixeira

Key Notes Compiled by K. Hoyt From
The Myth of the Coming Labor Shortage:
Jobs, Skills, and Incomes of America's Workforce 2000
by
Lawrence Mishel and Ruy A. Teixeira
published in 1991 by
Economic Policy Institute
1730 Rhode Island Ave., N.W. - Suite 200
Washington, D.C. 20036

Executive Summary

1. P.2 - Non-Hispanic whites, not minorities, will comprise the majority of entrants to the labor market in the 1990s, comprising two-thirds of the total number.
2. P.2 - *At most*, 30 percent of the future labor force will need a college degree, up from about 25 percent in the mid-1980s. Moreover, employment projections suggest that there will be a surplus of college graduates.
3. P.3 - ...far from producing more college graduates, *the bigger and more important challenge is to improve the jobs, pay, and skills of the noncollege-educated workforce.*

Introduction

1. P.5 - Far from an explosive growth of job-skill requirements, occupational upgrading of job skills is actually projected to *slow down* in the future to one-third to one-fourth of its rate in the recent past.
2. The key error lies in promoting more training and education for workers on the assumption that employers will be demanding a workforce with high levels of skill and education, particularly professional and technical workers. ...this incorrect assumption...yields a "supply push" set of policies that emphasize greater worker skills but no changes in the types of available jobs..an exclusively "supply push" set of policies will not be effective.
3. P.6 - (the 1980s saw)..a dramatic fall in real wages for the 3/4 of the workforce that lack a college degree - a problem especially acute among young male workers..the wage of a young, high-school educated man with less than 5 years experience was 18% less in 1987 than in 1979 and equal to the earnings of a comparable worker in 1963.

Methodology

1. P.7 - (We rely on the BLS projections) The BLS projections should be considered the "best guess" of the accumulated knowledge of roughly 50 analysts with expertise ranging from macroeconomics and demographic trends to the technological and market forces affecting specific occupations and industries.

Demand: Trends in Skill Requirements

1. P. 8 - Our conclusion is that skill requirements will rise in the 1990s due to shifts in the occupational structure, but at a modest rate that is significantly less than that of the 1973-1976 period. Moreover, there is no evidence that skill upgrading within particular occupations will be large.
2. P.9 - Regardless of occupation, good production jobs pay much better than service production jobs..a shift of jobs to occupations requiring more education, such as from blue collar to clerical/sales jobs, can lead to a *more* educated workforce that is paid *less* if the shift is also from goods to service production.

3. P.11 - ...all of the changes described in *Workforce 2000* amount to an increase in overall compensation levels of less than 0.5% over 12 to 14 years...the "rapid upscaling" to "high-skilled professions" predicted in *Workforce 2000* will actually represent a SLOWDOWN in the wage effect of occupational upgrading...The net result..will be shifts to LOWER pay levels.
4. P.13 - The projected shift in the occupational employment mix necessitates...a rise of just .04 extra years of schooling over ten years.
5. P.13 - ...changes in the composition of jobs continue to lead to jobs which demand more educated workers but pay less.
6. P.14 - ...despite the relatively high skill levels of many of the new jobs, the average skill score (OF ALL JOBS) is projected to rise to only 3.17 by the year 2000. This is an increase of just 0.11 or 3.6% over the 16 year period, hardly a massive upgrading of job skills....(p.15)..thus, the shift toward highly skilled jobs is not massive.
7. P.15 - ..the trend toward relatively high-skill jobs has by no means been uniform.. it has been partially counterbalanced by a shift toward relatively low-skill jobs. For example, it is the service occupations, dominated by low-skill occupations such as cooks, waiters, household workers, janitors, security guards, and the like that will make the LARGEST contribution to TOTAL employment growth between 1984 and 2000. By itself, this occupational group will provide 23% of the new jobs added in the 16 year period.

8. P.16 - Table 5 shows the following figures:

<u>Occupational cluster</u>	<u>1986</u>	<u>2000</u>	<u>Change</u>
(High education)	25.1%	27.3%	+2.2
(Medium education)	40.8%	40.0%	-0.8
(Low education)	34.0%	32.7%	-1.3

9. P.18 - These data show clearly that not only is the effect of future occupational shifts on skill levels likely to be modest, but also that this effect will be smaller than in previous time periods....the future change rates are typically around 1/3 to 1/4 of the historical rates.

10. P.20 - Table 7 includes the following data:

<u>Shares of Employment Requiring</u>	<u>BLS Projections</u>			
	<u>'73 - '79</u>	<u>'79 - '86</u>	<u>'86 -2000</u>	<u>'88 - 2000</u>
Less than High School	-1.42%	-1.51%	-0.31%	-0.37%
High school graduate	-0.92%	-1.51%	-0.55%	-0.55%
Some college	+0.57%	+0.59%	+0.11%	+0.13%
College grad or more	+1.77%	+2.46%	+0.74%	+0.79%

P.24 - According to (a survey of employers conducted by the Commission on the Skills of the American Workforce), only 5% of American employers believe educational and skill requirements are rising significantly, while 80% say their primary concern is finding employees with a good work ethic and appropriate social behavior...(thus) much of the current talk about "extensive job upgrading" appears to represent a considerable exaggeration..what accounts for this exaggeration? In our view, much of it is wishful thinking.

P.25 - The relative returns to education increased in the 1980s primarily because of declining wages for the less educated, not because of increasing wages for the more educated. For example, Katz (1990) found that, from 1979 to 1987, the wages of young male high school graduates declined dramatically (-20%) while wages of young male college graduates went up relatively modestly (+11%). Thus, about 20/31 of the increased wage gap between the two groups is

attributable to the fall in wages among the noncollege-educated.

Supply: Changes in Labor Force Growth and Composition

P.28 - The labor force will grow quite slowly in the 1990s. The latest BLS projections suggest an annual growth rate of a little over 1% compared to almost 3% in the 1970s. Even here, there are some grounds for uncertainty. Immigration levels are notoriously difficult to assess and predict...differences in immigration estimates suggest that the labor force may grow 15-40% faster than BLS is currently projecting.

P.30 - While the proportion of minority labor force entrants will increase somewhat, it is not clear that the labor force will be dominated by low-skill minority and "disadvantaged" workforce entrants. (P.31) "WORKFORCE ENTRANTS", properly defined, should include the total number of workers who enter the workforce...both those who replace workers exiting from the labor force and those who add to the total number in the workforce. ...*Workforce 2000*, (ignoring replacements) showed that native white males comprise only 15% of workforce entrants to the Year 2000...according to (*Workforce 2000*) the places of native white males in the workforce will be taken by nonwhites (20% of workforce entrants), immigrants (22%), and women (64%).Since white males are easily the largest group of workforce LEAVERS, most white male workforce entrants simply replace these leavers rather than contributing to a net increase in the workforce.

P.32 - Table 10 - Workforce Entrants and Leavers, 1988-2000

<u>Group</u>	<u>Total</u> <u>Entrants</u>	<u>Leavers</u>	<u>Net</u> <u>Entrants</u>
Total	100.0%	100.0%	100.0%
Men	48.4%	57.1%	38.0%
Women	51.6%	42.9%	62.0%
White Non-Hispanic	66.8%	83.0%	47.3%
Men	31.6%	48.2%	11.6%
Women	35.2%	34.8%	35.7%
Black	12.5%	10.0%	15.7%
Men	5.7%	4.8%	6.7%
Women	6.9%	5.2%	9.0%
Asian & Other	5.5%	2.2%	9.6%
Men	2.9%	1.2%	4.9%
Women	2.6%	0.9%	4.7%
Hispanic	15.1%	4.9%	27.4%
Men	8.3%	2.9%	14.8%
Women	6.8%	2.0%	12.7%

P.32 - Table 10 shows that (a) while white nonHispanic (males + females) will contribute less than one half (47%) to NET workforce growth, they will constitute almost exactly 2/3 of TOTAL workforce growth (b) While minorities will contribute more than half (53%) of NET workforce entrants, they will be only 33% of TOTAL workforce entrants. These figures do NOT suggest a workforce where whites (particularly males) are virtually a disappearing species, but rather one where whites (including males will continue to dominate.

P.33 - (Women are typically referred to as "disadvantaged") under the assumption that women have LOWER SKILLS than men. There is only one problem: women as a group don't really belong in this (the "disadvantaged") category. While it was once probably reasonable to assume that women...did have substantially LOWER SKILLS and EDUCATIONAL ATTAINMENT than

men, this is no longer a tenable assumption...women labor force participants are now actually more likely to have graduated from high school (91.1% to 86.5% for men) and are more likely to have completed college (26.2% vs 25.2% for men).

**NOTE: THESE QUOTES SAY NOTHING ABOUT DIFFERENCES IN SKILLS
- ONLY IN EDUCATIONAL ATTAINMENT**

P.33 - (THUS) the argument that the future workforce will be *dominated* by low-skill, disadvantaged workforce entrants clearly lacks empirical foundation. Does that mean there is no problem?

P.34 - NO - the greater role of minorities in the workplace DOES imply the need to raise the high school and college completion rate of minorities. HOWEVER, we believe an equal, if not larger, problem lies in the **generally inadequate CONTENT of American education and employer training, especially relative to that received by students and workers in other countries.**

P.34 - We believe that the problem with American workers and students lies less in the decline of their cognitive skills over time (in fact, the magnitude of this decline tends to be considerably exaggerated) and much more in the abysmal inferiority of these skills relative to their counterparts in many other societies, particularly our economic competitors.

Overall Wage and Income Trends

P. 40 - Increases in job-skill requirements due to upgrading of the occupational structure will be modest and less than in the past..there is no evidence that..large-scale job enrichment will take place. Thus, rather than TOO MUCH upskilling of the job structure in the 1990s, there may be TOO LITTLE.

P.40 - The assertion that MOST future labor force entrants will be minorities or otherwise educationally "disadvantaged" is simply not true. A more important problem.. will be that the quality and content of education received by most minorities AND whites may not provide an adequate basis for future technological innovation and productivity growth.

P. 40 - The "supply push" approach will not produce desired improvements in labor market performance or productivity. Workers cannot fill high-skill jobs if such jobs are not widely available. Thus, simply improving human capital (through greater education) is not, and will not, be an adequate response to our labor market problems. INSTEAD, emphasis should be put on implementing technology and reorganizing work based on higher levels of skill to achieve productivity growth. THIS MEANS (encouraging) THE "HIGH SKILLS PATH"..(WE SHOULD ADOPT POLICIES THAT ESSENTIALLY FORCE EMPLOYERS TO TRAIN AND USE MORE HIGHLY SKILLED WORKERS. POLICY SHOULD MAKE IT MORE DIFFICULT FOR THEM TO SELECT THE LOW-SKILL APPROACH.

P. 41 - Upgrading of the U.S. workforce cannot be accomplished through simply improving the skills of minority or "disadvantaged" workforce entrants. Instead, the key lies in improving the skills of the workforce AS A WHOLE, both workforce entrants and those now in the workforce.

Notes from
Outlook: 1990 - 2005

Fall 1991

U. S. Department of Labor

Key Notes Compiled by K. Hoyt From

Outlook: 1990-2005 Occupational Outlook Quarterly, Vol. 35, No. 3 (Fall, 1991)

Outlook: 1990 - 2005. BLS, U.S. Dept. Labor, Bulletin 2402 (May, 1992)

Occupational Outlook Handbook. BLS, U.S. Dept. Labor, Bulletin 2400 (1992-93 Edition)

1. Expected growth of labor force - 1990 - 2005
 - a. From 120 million to 146 million - 26 million new jobs
 - b. Slower rate 1990-2005 (20%) than during 1975-1990 (40%)
 - c. Replacement jobs to be filled 1990-2005 - 30 million
2. The composition of the total labor force will change only modestly
 - a. In terms of age

	1990 (%)	2005 (%)
16-24	17.0	16.0
25-34	28.8	21.0
35-44	25.5	24.5
45-54	16.4	23.8
55 and older	12.3	14.7
 - b. In terms of sex

Men (participation rate)	76.1	75.4
Women (participation rate)	57.5	63.0
 - c. In terms of race

White (non-Hispanics)	78.5	73.0
Blacks	10.7	11.6
Asians	3.1	4.3
Hispanics	7.7	11.1

3. Fastest Growing Occupations, Projected 1990 - 2005

<u>Occupation</u>	<u>1990</u>	<u>2005</u>	<u>% Increase</u>	<u>Ed. Required</u>
Home Health Aides	287,000	550,000	91.7	Postsecondary
Paralegals	90,000	157,000	85.2	Postsecondary
Systems Analyst/Computer Scientist	483,000	829,000	78.9	4 Yr. College
Personal and Home Care Aides	103,000	183,000	78.7	High school
Physical Therapist	88,000	156,000	78.0	Postsecondary
Medical Assistant	166,000	287,000	73.9	High School
Operations Research Analyst	67,000	100,000	73.2	Master's
Human Service Worker	145,000	249,000	71.2	Postsecondary
Radiologic Technologist/Technician	149,000	252,000	69.5	Postsecondary
Medical Secretary	232,000	390,000	68.3	Postsecondary
Physical & Corrective Therapy Aides	45,000	74,000	64.0	High School
Psychologist	125,000	204,000	63.6	4 Yr. College +
Travel Agent	132,000	214,000	62.3	Postsecondary
Correction Officer	230,000	272,000	61.4	Postsecondary
Data Processing Equipment Repair	84,000	134,000	60.0	Postsecondary
Flight Attendant	101,000	159,000	58.5	Postsecondary
Computer Programmer	565,000	882,000	56.1	Postsecondary
Occupational Therapist	36,000	56,000	55.2	Postsecondary
Surgical Technologist	38,000	59,000	55.2	Postsecondary
Medical Record Technician	52,000	80,000	54.3	Postsecondary
Total	3,218,000	5,287,000	INCREASE - 2,069,000	

NOTE: Of the 26 million growth in job entrants, 2,069 million - or 7.95% of new job entrants will be persons in the 20 occupations experiencing the greatest percentage growth.

NOTE: Of the 20 fastest growing occupations, 1990-2005, 14 will require some postsecondary, sub-baccalaureate education, 3 will require 4+ years of college, 3 will require high school diploma

4. Occupations with the largest job growth, 1990 - 2005

<u>Occupation</u>	<u>1990</u>	<u>2005</u>	<u>% Increase</u>	<u>Ed. Required</u>
Salesperson, Retail	3,619,000	4,506,000	24.5	<High School
Registered Nurses	1,727,000	2,494,000	44.4	Postsecondary
Cashiers	2,633,000	3,318,000	26.0	High School
General Office Clerk	2,727,000	3,407,000	24.5	High School
Truck drivers, Light and Heavy	2,362,000	2,979,000	26.1	<High School
General Mgrs. & Top Executives	3,086,000	3,684,000	19.4	4 Yr. College
Janitors & Cleaners (including Maids)	3,007,000	3,582,000	18.5	<High School
Nursing Aides/Orderlies/Attendants	1,274,000	1,826,000	43.4	<High School
Food Counter, Fountain, & Related	1,607,000	2,158,000	34.2	<High School
Waiters and Waitresses	1,747,000	2,196,000	25.7	<High School
Teachers, Secondary School	1,280,000	1,717,000	34.2	4 Yr. College
Receptionists/Information Clerks	900,000	1,322,000	46.9	High School
Systems Analyst/Computer Scientist	463,000	829,000	78.9	4 Yr. College
Food Preparation Workers	1,156,000	1,521,000	31.6	<High School
Child Care Workers	725,000	1,078,000	48.8	High School
Gardeners/Housekeepers (ex. farm)	874,000	1,222,000	39.8	<High School
Accountants and Auditors	985,000	1,325,000	34.5	4 Yr. College
Computer Programmers	585,000	882,000	58.1	Postsecondary
Teachers, Elementary	1,382,000	1,675,000	23.0	4 Yr. College
Guards	883,000	1,181,000	33.7	High School
Total	33,022,000	42,902,000	INCREASE	- 9,880,000

Of the 26 million growth in job entrants, 9,880,000 - or 38.0% - will be persons in one of the 20 occupations that will have the largest job growth between 1990 and 2005.

Of the 20 occupations expected to have the largest job growth, 1990-2005, 5 will require a 4 year college degree, 2 will require postsecondary sub-baccalaureate education, 5 will require a high school diploma, and 8 will require less than a high school diploma.

Rosenthal, N. (Fall, 1992) 1982-83 Edition: How Accurate Were The Projections? Occupational Outlook Quarterly, Vol. 36, No. 3, 24 - 32.

NOTE: Figures are based on data from the 140 of the 250 occupational predictions made in the 1982-83 Occupational Outlook Handbook for which comparable data were available. Of BLS growth descriptors used for these 140 occupations, accuracy was as follows:

<u>BLS Descriptor</u>	<u>Total</u>	<u>Accurate</u>	<u>One Category Away</u>	<u>Two Categories Away</u>	<u>Other</u>
TOTAL	140	38	50	30	2
Much faster than ave.	11	9	0	1	1
Faster than average	49	15	19	6	8
Average	60	13	21	18	9
Slower than average	16	0	9	5	2
No change	0	0	0	0	0
Decline	4	1	1	0	2

Notes from

What Work Requires of Schools:
A SCANS Report for America 2000

U. S. Department of Labor, 1991

Key Notes Compiled by K. Hoyt From
What Work Requires of Schools:
A SCANS Report for America 2000
by
The Secretary's Commission on Achieving Necessary Skills
U.S. Department of Labor, 1991

Five Competencies

Resources: Identifies, plans, and allocates resources

- A. Time
- B. Money
- C. Material and Facilities
- D. Human resources

Interpersonal: Works with others

- A. Participates as member of a team
- B. Teaches others new skills
- C. Serves clients/customers - (works to satisfy customers' expectations)
- D. Exercises leadership
- E. Negotiates
- F. Works with diversity - (with men & women from diverse backgrounds)

Information: Acquires and uses information

- A. Acquires and evaluates information
- B. Organizes and maintains information
- C. Interprets and communicates information
- D. Uses computers to process information

Systems: Understands complex inter-relationships

- A. Understands systems
- B. Monitors and corrects performance
- C. Improves or designs systems

Technology: Works with a variety of technologies

- A. Selects technology
- B. Applies technology to task
- C. Maintains and troubleshoots equipment

Skills

Basic Skills

Reading
Writing
Arithmetic - (basic computations)
Mathematics - (uses quantitative data to construct logical explanations)
Listening
Speaking

Thinking Skills

Creative thinking
Decision making
Problem solving
Seeing things in the mind's eye
Knowing how to learn
Reasoning

Personal Qualities

Responsibility
Self-Esteem
Sociability
Self-Management
Integrity/Honesty

Characteristics of Today's and Tomorrow's Workplace

Traditional Model

--Mass production
--Long production runs
--Centralized control

--Fixed automation
--End-of-line quality control
--Fragmentation of tasks
--Authority vested in supervisor

--Labor-management confrontation
--Minimal qualifications accepted
--Workers as a cost

--Internal labor market
--Advancement by seniority

--Minimal for production workers
--Specialized for craft workers

High Performance Model

-- Flexible production
-- Customized production
---Decentralized control

---Flexible automation
---On-line quality control
---Work teams, multi-skilled workers
---Authority delegated to worker

---Labor-management cooperation
---Screening for basic skills abilities
---Workforce as an investment

---Limited internal labor market
---Advancement by certified skills

---Training sessions for everyone
---Broader skills sought

Strategy

Production

Hiring and Human Resources

Job Ladders

Training

Notes from

Youth Apprenticeship American Style
Conference

December 7, 1990, in Washington, D.C.

YOUTH APPRENTICESHIP, AMERICAN STYLE
12/07/90 - Washington, D.C.

Welcoming Remarks

"What WE Mean by YOUTH APPRENTICESHIP, AMERICAN STYLE"
Hilary Pennington, Jobs for the Future

"Apprenticeship, American Style" must

1. Connect youth with learning
2. Be perceived as a high quality learning opportunity for ALL persons
3. Change behavior of private sector companies
4. Be a system

Keynote Address

"The Case for Change: America's Future; A Call to National Leadership"
Bill Clinton, Governor, State of Arkansas

1. There has been a significant decline in earnings of young workers during the 1980s - By the end of the 1980s, 4 year college grads were being paid 100% more than high school grads.
2. We are presently failing non-college bound high school youth miserably
 - a. Only Belgium has a shorter school year than the U.S.
 - b. U.S. has no system for moving h.s. grads into the workforce.
 - c. Career Undecided Youth = Poor Adults.
3. We need a more specific idea of what can be done in helping youth in the school-to-work transition.
 - a. Best solution is to accept some version of Europe's apprenticeship system.
 - b. U.S. system must both relate work & learning and connect secondary and postsecondary education.
 - c. Most youth already have jobs - BUT such jobs are unrelated to school.
4. Purposes of Apprenticeship
 - a. Expand the number and variety of learning opportunities.
 - b. Reduce the earnings gap between college & non-college-bound youth.
 - c. Serve as an incentive to encourage youth to stay in school.
 - d. Provide positive motivation that will help create drug free schools.
5. An integrated world economy demands shared values and shared opportunities for people
 - a. We must increase the capacity of ALL people to learn.
 - b. The only way of preserving equality of opportunity is to create a "win-win" system - Apprenticeship is such a system.

Panel on Proposals

"Closing the Skills Gap: The Case for Youth Apprenticeship"
Ira Magaziner, President, SJS, Inc. & N.Ctr. on Ed & Economy

1. During the last 15 years, the U.S. has increased productivity by only about 1% per year.
 - a. Previous 15 years - 3% per year for the U.S.
 - b. Last 15 years - Japan - 10%
 - c. Last 15 years - European economy - 6%

2. The U.S. has stimulated growth but we have not done well at increasing productivity. The means we have used to do so include:
 - a. We have increased the number of people in the work force.
 - b. We have borrowed \$1 trillion from other nations since 1982.

NOTE: We can't expect the numbers of people entering the labor force to continue to rise rapidly - neither can we continue to borrow more and more money - instead our only hope is to increase productivity.

3. The U.S. has the most skewed earnings distribution between top paid and bottom paid workers of any industrial nation - (comparisons of top 30% with bottom 70% show dramatic differences).
4. How to improve productivity
 - a. Technology by itself cannot do it.
 - b. Significant changes in work organization are required - the goal must be to eliminate "Taylorism."
 - c. In order to compete internationally today, the U.S. needs to learn to:
 - (1) build more complex things.
 - (2) adapt and change models more frequently.
 - (3) ???
 - d. A HIGH PERFORMANCE ORGANIZATION is what's needed.
 - This demands educated workers capable of learning
 - (1) When a national survey of employers was conducted, they found only 5% moving in the "high performance organization" direction. Employers generally (a) said job skills are O.K.; (b) "attitudes" are what most needs improvement; and (c) 98% never looked at a high school transcript.
5. Conclusion - America has only two ways to go - (a) high skills or (b) low wages - to date, most employers seem to have chosen "low wages" - this is what must be turned around.

"Essential Elements of the European Apprenticeship System and American Adaptations"
Stephen Hamilton, Cornell University

1. The key element of apprenticeship is that it treats the workplace as a learning environment for youth. As a result,
 - a. It helps youth make the connection between learning and work.
 - (1) In Germany - youth need this to pass academic exams
 - (2) Some of what's taught in the classroom is used in the workplace.
 - b. Some things are better learned in the workplace than in the classroom
 - c. Youth who can see a connection between school and work can be motivated to stay in school.
2. Apprenticeship gives adolescents a role in between "student" and "worker" - between "youth" and "adult" - that helps them bridge these gaps.
3. Apprenticeship allows adults to serve as mentors of youth in the workplace - (Note, in the U.S., youth relate primarily with other youth - not with adults).
4. The American system of apprenticeship must be
 - a. Diverse - many ways to get in and out.
 - b. One where the real end is education & the means is the job.

5. Challenges to overcome

- a. We must make the workplace an effective youth learning environment. Mentors must serve as "coaches", "counselors", "advisors."
- b. We must learn how to take advantage of work experience as a vehicle for use in changing learning taking place in schools.
- c. We must relate the apprenticeship system to other systems (such as the "education system" and the "labor market system").

"Youth Apprenticeship: A Mainstream Reform With A Hidden Agenda"

Robert Lerman, The American University

1. In the past, youth unemployment problems have been attacked by
 - a. Discovering which youth are most likely to have problems.
 - b. Making special new programs for each cohort of such youth.

Essential elements of the "Lerman System"

- a. For Students
 - (1) 7th - 9th Grade - REAL career exploration - site visits - job sampling - aimed at showing youth the importance of what they are to learn in Grades 7 - 9.
 - (2) Late 10th Grade - Applies and interviews for apprenticeship with employers - have a signed apprenticeship agreement by end of Grade 10.
 - (3) Grade 11 - 12 - Relate what is being learned in apprentice work with what is being learned in academic work.
 - (i) % of time at workplace increases to 70-80% by Grade 12.
 - (ii) By end of Grade 12, take exam for high school diploma.
 - (4) Grade 13 - Combine some community college type learning with the apprentice job - resulting certification would be good nationwide.
 - b. For Employers
 - (1) Provides the employer with a chance to look at the apprentice over a period of time before deciding to hire him/her.
 - (2) Gives employers some control over the school curriculum.
 - (3) Allows employers to influence which job skills are to be taught.
 - c. For Schools
 - (1) Results in fewer FTE students - this will free up the teaching staff to do more counseling and employer interactions.
 - (2) Schools will be judged, in part, based on what % of students complete apprenticeships and, in part, on the % going to college. This is a more fair way of evaluating K-12 school systems.
 - d. For Unions - ?????
2. Essential differences of "apprenticeship" in large vs small firms
 - a. Small firms - place greater emphasis on jobs than on learning
 - b. Small firms will have to collaborate with other employers in determining what should be regarded as appropriate certification requirements.

"An Employer's Proposal For California Youth"

Jere Jacobs, Assistant Vice-President, Pacific Telesis

1. Most college students don't relate education and work very well. The apprenticeship concept needs to be applied to them also.

2. The Post 10 Option - Involves a "certificate of mastery" requirement. Those who meet this requirement are encouraged to consider a wide range of alternatives - both in terms of college and in terms of occupational decisions.
 - a. In some ways, this is threatening to both academic & voc educators.
 - b. Emphasizes ROLES - RULES - RESPONSIBILITIES - RESULTS for all kids.
3. Business persons can best serve as advocates for the apprenticeship concept.
4. We really need an "apprenticeship for the rest of our lives" concept.

Commentary on Morning Session - Wm Raspberry - WASHINGTON POST

1. Can we, by apprenticeship, overcome the current problems of our educational system? Can we use apprenticeship to help in the transition from school to work? NOTE THESE ARE 2 QUITE DIFFERENT QUESTIONS.
2. It will be important not to fall into the trap of "training" poor kids and "educating" middle class kids - both EDUCATION and SKILLS are needed by ALL youth.
 - a. All youth need to know something about art/music/government, etc.
 - b. All youth need to know something about job skills in the workplace
3. If "apprenticeship" is implemented, who is going to pay for it? The apparent answer to this question is "employers" - is that right?
4. It makes no sense to picture "apprenticeship" as something "for kids who hate school" - it would be far better to picture apprenticeship as an integral part of education.

Luncheon

"What's the Federal Role in Promoting Youth Apprenticeship?"

Christopher Cross, Asst. Sec. for Educational Research and Improvement

1. Watching and imitating are central to learning.
 - a. This was the basis of apprenticeship since Babylon.
2. NAEP Findings - Most 11th graders
 - a. Can't read their textbooks.
 - b. Can't write a decent letter.
 - c. Can't pass junior high math tests.
3. NAEP Findings - 1/2 of 8th graders say they are bored at school 1/2 or more of the time
4. NAEP Finding - On the average, high school students spend less than 30 minutes per night on homework - they watch TV four times as much as they spend time reading.
5. Currently, most youth leaving high school directly for employment find jobs in the secondary labor market - Apprenticeship should be the way to improve transition from school to work. This is something that should be studied by the NATIONAL CENTER FOR QUALITY OF THE WORKFORCE.

6. Apprenticeship should lay the foundation for lifelong learning. The goal is MAXIMUM TRANSPORTABILITY/ADAPTABILITY OF SKILLS - not - LOCKING YOUTH INTO ONLY ONE KIND OF SPECIFIC JOB SKILL.

"What's The Federal Role in Promoting Youth Apprenticeship?"

Robert T. Jones, Asst. U.S. Secretary of Labor for Employment & Training

1. We are gathered here to address several basic concerns related to producing a quality work force including:
 - a. ACCESS to the workforce goes only to those with BASIC SKILLS.
 - b. The need to give people 2nd, 3rd, 4th chances - right to CHANGE.
2. There are important lessons to be learned from studying the history of apprenticeship.

"Youth Apprenticeship: Will it Fly? Should It Fly?"

Robert Coy, Director, PA Dept of Commerce, Office of Tech. Development

1. PA has a pilot apprenticeship program at 4 sites in the metal trades. For a youth apprenticeship program to work, we are finding that we need
 - a. Committees representing a wide variety of "stakeholders."
 - b. Positive marketing campaign to parents and students.
 - c. A postsecondary ed component - more than just a "voc ed" program.
2. To date, PA has been pleased with its success in working with:
 - a. Employers - who say the present system of ed isn't working.
 - b. Superintendents - who want to know who's going to pay for it.
 - c. Teacher unions - voc ed members are concerned about apprenticeship.
 - d. PA Dept of Ed - issues youth permits required for this.
 - e. Community Colleges - (this is a 2 + 2 program)
 - f. Industrial unions
 - g. Parents and students - expect to have 200 enrolled in Fall, 1991.

Hans W. Decker, President, Siemens USA

1. "Siemens" and the "German apprenticeship system" are one & the same.
2. The Siemens Company
 - a. 370,000 employees - 20,000 apprenticeships - 100 different trades
 - b. Maintains 64 schools in Germany - 750 full time instructors
 - c. Spends \$150 million per year on apprenticeships in Germany alone.

3. In Germany youth apprentices learn how to:
 - a. Go about work in a systematic fashion.
 - b. Do things in a problem solving way.
 - c. Engage in teamwork.
 - d. Be loyal both to their employer and to the quality of their work.
 - e. Be a lifetime learner.

NOTE: IT IS THIS COMBINATION THAT MAKES FOR PRODUCTIVE WORKERS

4. If the "apprenticeship concept" is to become part of the U.S. "transition from school to work" effort, the basic impetus must come from companies - not from education.

Michael Bruton, Secretary-Treasurer, Chicago Federation of Labor

1. Should "youth apprenticeship" fly? The answer is "YES."
2. Will it fly? "YES" - provided the following conditions are met:
 - a. We must recognize and account for the huge differences that exist among various industries - and within each industry - that will demand a wide variety of apprenticeship schemes.
 - b. Meaningful equal partnerships must be constructed between a wide variety of groups.
 - c. The ultimate objective must be to place an EDUCATED person in a JOB.
3. Examples of kinds of "partnerships" that will be required include:
 - a. Academic/Technical Education Partnerships
 - b. Secondary/Postsecondary Partnerships (for ALL youth)
 - c. Education/Private Sector Partnerships (including a "workers' council")
4. If the objective of PLACING AN EDUCATED PERSON IN A JOB is to be met
 - a. We must somehow avoid the German practice of training more apprentices for a particular occupation than will be needed as workers.
 - b. We must reject plans for high school seniors to spend up to 70% of their time at a work site and only 30% in school. This is too much time out of the school day. IF this proposal were put in 12 months terms (where youth could spend close to 100% of the Summer months at the work site thus letting them spend much more of the academic year in classrooms, this might become a legitimate objective).
5. "Apprenticeship" may be the wrong term to use for this effort. I suggest calling it the "SCHOOL/Work-BASED PROGRAM."

Raymond L. Bramucci, New Jersey Commissioner of Labor

1. Youth, not oil, represents America's greatest resource.

Panel on Education and Training Views

Herbert Grover, Wisconsin Superintendent of Public Instruction and
President, Council of Chief State School Officers

1. Apprenticeship is the democratization of American Education.
2. Up to now, the American high school's main objective has been to see how many youth we could get admitted to college. This must now be supplemented with a "PORTFOLIO ASSESSMENT" for non-college bound youth that leads to appropriate placement for them.
3. At Age 16, Wisconsin pupil will have the following options:
 - a. Academic college prep program
 - b. Tech/Prep (2 + 2) program
 - c. Apprenticeship program
4. Currently, only 11% of Wisconsin high school grads participate in the "tech/prep" 2 + 2 program involving postsecondary vo-tech education. At present, the average age of students in our postsecondary vo-tech institutions is 28. We should have many more recent high school grads enrolled in these programs.
5. Selected statistics illustrating the kinds of problems we face
 - a. 75% of high school youth in Green Bay hold some kind of job.
 - b. 50% of such youth work more than 20 hours per week.
 - c. The prime reason h.s. youth have jobs is to get "spending money."

6. While it is not yet obvious, it may be that, perhaps, as many as 15% -20% of high school youth should be participating in some kind of apprenticeship program.

Barbara Green, Vice-President, Greater New York Hospital Association and
Chair, Federal Committee on Apprenticeship

1. It's very difficult to communicate with people who have never before been interested in what you are doing. Thus, it's easy to see why some "old-timers" in apprenticeship resist today's "Johnny-come-latelys" who are now proclaiming they know the true meaning of "apprenticeship."
2. Many of us are concerned that today's high school students
 - a. Aren't mature enough to enter into bonafide apprenticeships.
 - b. Won't stick with an apprenticeship - too many will drop out.
 - c. Lack the basic skills needed to be a successful apprentice.
3. Many of us are also concerned that high school vocational programs
 - a. Have no solid performance standards of excellence.
 - b. Lack equipment needed to provide appropriate training.
4. Many of us are concerned that the "apprenticeship concept"
 - a. May, in effect, be only a way of getting cheap labor.
5. IF THE "APPRENTICESHIP" CONCEPT IS TO WORK, we must answer the question of differences in career maturity between German youth and U.S. youth -why are 16-18 year old U.S. youth less career mature than 16-18 year old German youth?
Answer: German youth (in apprenticeships) have adult role models
U.S. youth stick with other youth - lack adult role models
6. IF THE APPRENTICESHIP CONCEPT IS TO WORK, U.S. youth will need very good career information and career guidance. Without such information, they will be unable to make good career decisions.

Piedad Robertson, President, Bunker Hill Community College

1. The terms "college-bound" and "non-college-bound" should be terms of the past. ALL pupils should be thought of as "occupationally bound."

Closing Session

"The Road Ahead"

Ray Marshall, Lyndon B. Johnson School of Public Affairs - University of Texas at Austin

1. We need to develop an organic system of "apprenticeship, American style" - not an artificial transplant of the German system.
2. America's great diversity makes it essential we develop our own system of apprenticeship - America is becoming a nation where minority persons will soon become the majority.
3. The world has changed, but many of our educational systems have not.
 - a. IN THE OLD WORLD, people with little education could have good wages.
 - b. IN THIS WORLD, only high skilled people will make good wages.
4. The research finding indicating that almost all American companies have chosen the "low wages" over the "high skills" option is WRONG. This must somehow be reversed.

5. What must be done if "HIGH PERFORMANCE ORGANIZATIONS" are to be the norm
 - a. Businesses must become outcome oriented and aimed toward meeting consumer needs.
 - b. Businesses must become flexible and able to quickly adapt to change.
 - c. Businesses must develop lean and participatory management systems.
 - d. Businesses must develop positive incentive systems for employees.
 - e. Businesses must develop continuous learning opportunities for employees - the apprenticeship system of combining on-the-job with academic learning is one of the best ever developed.
 - f. Businesses must impose order on today's chaotic systems.
 - g. Businesses must create conditions where employees work in teams.
 - h. Businesses must learn and use "learning systems."
6. How are we doing today in moving toward a HIGH QUALITY WORKFORCE?
 - a. The 30% of top workers - very high quality.
 - b. 70% of other workers - very low quality - we need to restructure the K-12 school systems.
 - c. Currently, we have no common national goal that makes it clear we want to become a high wage country - we need such a goal.
 - (1) Companies with a "low wage" operation should go out of business
 - d. We badly need to
 - (1) Get a national consensus on where we want to go in the "high skills" vs "low wages" controversy.
 - (2) Provide demonstrations of how to use a "high skills" approach.
 - (3) Plan and operate as an organic system in which a very wide variety of kinds of changes must be taking place at the same time.
7. How can an "Apprenticeship - American Style" program be financed?
 - a. We propose a 1% tax on employers.
8. KEY QUESTION: Who's going to do what by when?

National Press Club: Washington, D.C. - 1/11/94 Press Conference
National Career Development Association (NCDA) 1993 Gallup Survey

Opening Remarks

Kenneth B. Hoyt, Ph.D., NCDA Immediate Past President and
University Distinguished Professor of Education - Kansas State University

Career development is the process by which people choose, prepare for, enter upon and progress in an occupation. Those who are most advanced in career development have made conscious decisions to enter the occupation they are in. They are typically happy, successful, and satisfied in their occupations. Persons who are least advanced in career development typically have entered the occupation they are in by chance, not by choice. They are typically unhappy, less than fully successful, and somewhat dissatisfied in their occupations. Career development specialists are dedicated to helping persons in the process of career development.

Data were collected, using questions formulated primarily by NCDA and NOICC, by the Gallup organization, via telephone interviews, from a national random sample of adults, Age 18 or older. Responses were then analyzed by sub-category for persons in four major classifications including: (1) education; (2) age; (3) gender; and (4) race. Comparisons of persons in each sub-category were then made with respect to the extent to which they have advanced in career development. Based on the hundreds of findings, the following conclusions were drawn:

1. Least advanced in career development are persons who are high school dropouts. Furthest along are graduates from four year colleges and universities.
2. While high school graduates are further along in career development than are high school dropouts, both lag far behind persons with some kind of postsecondary education/training.
3. Persons who have graduated from either (a) a postsecondary vocational/technical institution or (b) a community college are essentially tied for second place in career development. They are behind four year college graduates but ahead of persons in all other sub-categories.
4. Persons who are four year college/university dropouts are better off in career development than high school graduates but not as well off as graduates from either a postsecondary vo-tech institution or a community college.
5. Persons in the Age 18 - 25 sub-category are significantly behind in career development when compared with persons in all other age categories.

Sen. Ed.
2/2/94
Attachment 2

6. Problems with respect to ensuring gender equity in career development are no longer statistically significant in many areas. They continue to be significant, however, in terms of willingness of employers to provide substantial training to employees.

7. Racism in career development continues to be a serious problem among adult Black Americans. Relatively speaking, it appears to be a more common problem than sexism.

Implications

1. The career development needs of persons in the Age 18 - 25 category are not currently being adequately met. A system of community career development centers is needed.
2. There is a great and growing need for almost all persons leaving the secondary school to secure some kind of postsecondary education/training prior to entering the labor market.
3. A high priority needs to be placed on meeting the career development needs of persons who drop out of four year colleges/universities prior to receiving a degree.
4. The need to bring equity of career development opportunities both to minorities and to women remains strong and should be given priority status.
5. The need for greater employer involvement in career development continues to grow and to be largely unmet.
6. Special attention must be provided those youth who either (a) drop out of high school; or (b) seek to enter the labor market with only a high school education. It will be cheaper to educate them than to build jails to house those who turn to crime as a means of making money.
7. There is great need to use the concept of "work" as a motivating force for both teachers and students in the K-12 education system. This can and should be done in the name of educational reform.

Table 1

Indicators of Career Development of Respondents In Various Levels of Education

	<H.S. Grad		H.S. Grad		Vo Tech		Comm.Coll.		Some Col.		4 Yr.College	
<u>Question</u>	<u>%</u>	<u>Rank</u>	<u>%</u>	<u>Rank</u>	<u>%</u>	<u>Rank</u>	<u>%</u>	<u>Rank</u>	<u>%</u>	<u>Rank</u>	<u>%</u>	<u>Rank</u>
% Employed												
full time - #1	16	6	56	4	59	2	58	3	55	5	68	1
% provided 31 days or more Employer trng. #18	15	6	19	5	28	2	29	1	26	4	27	3
% saying they plan to stay with current employer #17	46	6	64	3	66	2	68	1	57	5	61	4
% who made a clear choice & followed definite plan - #22	18	6	29	3	28	4	39	2	27	5	54	1
% seeking help from professional counselors #4	10	6	10	5	17	3	13	4	20	2	21	1
% having visited with a career counselor - #9	5	6	15	5	43	3	48	2	42	4	52	1
% say counselor help was very good - #10	38	2	27	5	40	1	23	6	32	3	29	4
% say they would try to get more occ refs (less is better) #13	71	6	73	5	77	3	79	2	75	4	64	1
% who have used no sources of occupational information #5	55	6	42	5	20	2	19	1	26	4	22	3
% saying info available when making decisions #6	66	6	75	3	81	2	77	5	78	4	83	1
% saying info was helpful - #7	89	3	83	6	89	2	87	5	89	4	92	1

Table 2

Indicators of Career Development of Respondents In Various Age Categories

<u>Question</u>	<u>18-25</u>		<u>26-40</u>		<u>41-55</u>		<u>56-65</u>		<u>66+</u>	
	<u>%</u>	<u>Rank</u>	<u>%</u>	<u>Rank</u>	<u>%</u>	<u>Rank</u>	<u>%</u>	<u>Rank</u>	<u>%</u>	<u>Rank</u>
Employed	--	---	--	---	--	---	--	---	--	---
% provided 31 days or more Employer trng. #18	20	5	28	2	22	4	24	3	29	1
% saying they plan to stay with current employer #17	32	5	68	3	67	4	71	2	73	1
% who made a clear choice & followed definite plan - #22	32	5	38	3	33	4	41	2	42	1
% say they would try to get more occ refs (less is better) #13	73	3	76	1	74	2	69	4	62	5
% say they like the job they have #19	62	5	83	3	80	4	90	1	89	2
% say their formal education and training were used in their last job #20	50	5	63	4	68	3	83	1	75	2
% say formal education and training are being used very to fairly well in present job #16	73	5	82	4	83	3	90	2	99	1
% say they will need more training or education to maintain earning power during the next few years? #14	83	5	64	4	51	3	30	2	17	1

Table 3

Indicators of Use of Professional Counselors in Career Development

	<u>Visited With Counselor?</u>		<u>Judgment of Help Received</u>	
	% Yes	% No	% Very Good	% Somewhat Good
Gender				
Male	32	68	20	60
Female	32	68	39	42
Race				
Black Americans	24	75	33	17
White Americans	31	67	28	54
Education				
< High School	05	94	37	62
High School Grad	15	83	27	53
Post H.S. Voc.	43	57	39	10
Com. College	48	52	23	60
Some 4-Yr. College	42	58	31	46
College Grad	52	48	29	50
Age				
18-25	50	50	29	56
26-40	41	59	23	54
41-55	30	70	39	45
56-65	14	86	38	39
66+	5	93	35	58

Table 4

Indicators of Employers' Involvement in Training

Question 18. If employer has provided you with training, how long was that training?

	<u>% 31 Days or More</u>	<u>% Not More Than 1 Day</u>	<u>% None</u>
Gender			
Male	31	05	33
Female	16	11	34
Race			
Black Americans	24	12	31
White Americans	24	08	34
Education			
< High School	15	12	28
High School Grad	19	09	36
Post H.S. Voc.	28	08	26
Com. College	29	06	29
Some 4-Yr. College	26	08	34
College Grad	27	07	36
Age			
18-25	19	05	32
26-40	28	10	29
41-55	22	08	35
56-65	23	06	43
66+	29	--	60

Table 5

Indicators of Gender Equity Among Employed Adults

Indicators Where No Statistically Significant Differences Exist.

1. Percent needing help in selecting, changing, or getting a job in the last year (8.5% - 10.1%)
2. Percent who think they will need more formal training or education to maintain or to increase their earning power in the next few years (54.7% - 51.2%)
3. Percent who think they will probably get the kind of training they will need from their employer (21.8% - 24.0%)
4. Percent who think they will probably get the kind of training they will need from a 4 year college or university (32.9% - 27.5%)
5. Percent who think they will probably get the kind of training they will need from a business, technical, or trade school (11.5% - 15.7%)
6. Percent who say their formal education and training are now being used in their present job either "very well" or "fairly well" (81.1% - 82.7%)
7. Percent who say they like the job they now hold "very much" (53.8% - 51.0%)
8. Percent who think they will stay with their current employer for at least another three years (59.5% - 64.7%)
9. Percent who left their last job because
 - a. They quit (44.3% - 40.9%)
 - b. They were fired (1.8% - 3.1%)
 - c. They wanted a better job/more money (1.3% - 6.2%)
 - d. They got married/became pregnant (4.9% - 0.1%)
 - e. They retired/retired with a disability (10.6% - 16.3%)
10. Percent who first got started in their present job/career by
 - a. They made a conscious choice & followed a definite plan (38.4% - 33.6%)
 - b. A series of chance circumstances (29.5% - 25.9%)
 - c. They were influenced by parents and relatives (7.8% - 14.2%)
 - d. They took the only job that was available (8.0% - 7.7%)
 - e. They were influenced by a professional school/college counselor (2.9% - 2.9%)

Note: The percentage of women is given first followed by the percentage of men.

Indicators Where Statistically Significant Differences Do Exist.

1. Percent receiving "31 days or more" of training their employees (16.9% - 31.5%).
2. Percent receiving "not more than one day" of training for their employees (11.4% - 5.6%)

Note: The percentage of women is given first followed by the percentage of men.

Table 6

Indicators of Racism in Career Development

No statistically significant differences exist between blacks and whites with respect to each of the following indicators.

- Question 19: Percent who like their current job "very much" (51.8% - 42.6%)
- Question 20: Percent who judge their formal education are training were being used "very well" in the last job they held (38.2% - 39.6%)
- Question 15: Percent who think they will probably get the kind of training they will need from a 4 year college or university (35.7% - 29.0%)
- Question 15: Percent who think they will probably get the kind of training they will need from a business, technical, or trade school (11.8% - 16.1%)
- Question 18: Percent whose employer has provided them with 31 days or more of special job training (23.4% - 27.7%)

NOTE: The percentage of whites always appears first followed by the percentage of blacks.

Indicators where statistically significant differences do exist between blacks and whites.

- Question 1: Percent employed full-time (55.9% - 41.8%)
- Question 3: Percent who reported needing help in the last year in selecting, changing, or getting a job (9.6% - 19.8%)
- Question 14: Percent who think they will need more formal training or education to maintain or increase their earning power over the next three year (54.5% - 68.1%)
- Question 16: Percent reporting their formal education and training are being used "very well" in their present job (43.8% - 61.7%)
- Question 17: Percent thinking they will probably stay with their current employer for the next three years (62.1% - 44.7%)
- Question 21: Percent who left their last job because they quit (49.1% - 28.4%)
- Question 22: Percent who got started in their present job because "you took the only job that was available" (5.9% - 19.1%)

NOTE: The percentage of whites always appears first followed by the percentage of blacks.

Table 7
Support For A "Careers" Emphasis In Educational Reform
By Respondents In Various Levels of Education

<u>Amount of Attention Being Paid Now</u>	<u><H.S. Grad</u>	<u>H.S. Grad</u>	<u>Post H.S. VoTech</u>	<u>Comm. College</u>	<u>Some 4 Yr.College</u>	<u>4 Year College Graduate</u>
<u>Prepare Students For College</u>						
% Too much now	03	04	02	03	04	05
% Not enough now	42	38	38	37	38	32
%About right now	35	51	45	53	52	51
<u>Place H.S. Grads/DropOuts Into Jobs</u>						
% Too much now	02	02	--	01	02	01
% Nor enough now	47	65	65	73	75	64
%About right now	25	15	19	11	11	14
<u>Help Students Develop Job Getting Skills</u>						
% Too much now	--	01	03	0.4	0.3	0.5
% Not enough now	48	56	52	57.0	68.0	62.0
%About right now	34	34	29	25.0	21.0	20.0
<u>Help Students Learn How To Use Occ. Information</u>						
% Too much now	--	02	03	02	0.3	0.3
% Not enough now	39	55	57	59	69.0	62.0
%About right now	34	29	26	26	21.0	19.0
<u>Help Non-College Bound Students Get Voc. Skills</u>						
% Too much now	02	02	--	01	--	01
% Not enough now	51	62	55	60	69	58
%About right now	24	27	32	30	24	25
<u>Help Students Learn To Identify Local Jobs Open</u>						
% Too much now	--	01	01	01	01	--
% Not enough now	39	59	41	57	62	57
%About right now	37	28	44	28	28	26
<u>Help Students Choose Their Careers</u>						
% Too much now	--	01	01	03	02	02
% Not enough now	42	52	48	55	57	52
%About right now	33	38	32	28	34	30

Chapter 6 - Summary: Conclusions And Recommendations

Introduction

The previous five chapters contain a wide variety of findings with respect to each of the four sub-groupings from whom data were collected in the 1993 NCDA Gallup Survey. Those who wish to examine the findings and the data on which each was based are urged to study the contents of these chapters - including the contents of Appendix A.

Here, for each of the four major sub-groupings, the major conclusions growing out of the findings are identified and briefly discussed. Following this, two sets of implications are presented - one concerned with implications for career development professionals and the other concerned with implications for educational reform.

Most of the findings growing out of the data collected in this survey concern themselves with various aspects of career development. In each comparison, attempts are made to contrast differences in some positive indicator of career development. Persons whose indicators are highest are said to be further along in career development than persons in the group against whom they are being compared. For example, when data for "high school graduates" are compared with data for "community college graduates", respondents with the highest percent reporting they "have been provided with 31 days or more of training by their employers" during the last year are concluded to be further along in career development than respondents in the other group. In this example, 19% of "high school graduates" but 29% of "community college graduates" reported receiving this amount of training. Thus, it is concluded that, on the average, "community college graduates" are further along in career development than are "high school graduates" with respect to this indicator. If this same kind of finding exists for all other indicators, we would conclude that, in general, community college graduates are further along in career development than are high school graduates.

This approach to formulating generalizations, while conservative in nature, is sure to often be in error when specific comparisons are made between two specific individuals. If the reader keeps clearly in mind that the conclusions listed here are ones the data would defend as generally true for the specific sub-groups being compared but not necessarily for each pair of respondents in the two sub-groups, the following conclusions can be considered appropriate.

Conclusions With Respect To Educational Level and Career Development

NOTE: Comparisons have been made here for six levels of education including those respondents who are:

1. Less than a high school graduate;
2. High school graduate;
3. Postsecondary vo-tech institution graduate;
4. Community college graduate;
5. Four year college/university non-completers; and
6. Four year college graduates.

- a. Least advanced in career development are persons who are less than a high school graduate. Most advanced are persons who are four year college/university graduates. The worst thing a youth could do in terms of career development is to become a high school dropout. The best thing he/she could do would be to become a four year college graduate.
- b. While high school graduates are noticeably more advanced in career development than are high school dropouts, both lag relatively far behind persons in the other four categories. Being a high school graduate is definitely better, in terms of career development, than being a high school dropout, but it's not nearly as good as completing some kind of postsecondary education program.
- c. While not as far along in career development as four year college/university graduates, persons completing either a
 - (1) Postsecondary vo-tech program; or a
 - (2) Community college degree are essentially tied for second place on career development indicators among the six categories.

Both appear, on the average, to be moving in a positive direction in their career development.

- d. Of those engaged in some form of postsecondary education/training, the least furthest along in terms of positive indicators of career development are persons who enter but fail to complete a four year college/university program. These persons are much more likely to feel their skills are not being used well by their employers than are persons in any other educational level category. Being a 4-year college dropout is better for career development than being a high school graduate, but not as good as being a graduate of either a postsecondary vo-tech institution or a community college.

Conclusions With Respect To Ageism and Career Development

NOTE: Data were analyzed for five age categories including persons:

- 1. Age 18 - 25;
- 2. Age 26 - 40;
- 3. Age 41 - 55;
- 4. Age 56 - 65; and
- 5. Age 66+.

- a. Persons Age 18 - 25 are significantly behind in career development when compared with persons in all other age categories.
- b. Both their perceived need for help in career development and readiness to accept such help are definitely present among persons in the Age 18 - 25 category.

Conclusions With Respect To Gender Equity and Career Development

1. Problems with respect to gender equity in the workplace are no longer statistically significant in many areas. There is evidence that good progress has been made in this area.
2. In the area of employer willingness to provide employees with training, however, serious problems remain. Women are much less likely than men to be provided with 31 days or more of training by their employers but far more likely to be provided one day or less of such training. Whether this is due to sexism or to other factors cannot be determined from these data.
3. A clear need exists for continuing to keep the topic of gender equity in career development a high priority for both employers and for career development professionals.

Conclusions With Respect to Racism and Career Development

1. Racism in career development continues to be a serious problem among adult Black Americans.
2. Adult Black Americans appear to have a greater need for help in career development than do White Americans.
3. Relatively speaking, racism appears to be a more serious problem than sexism in the career development of adult workers.
4. Adult Black Americans appear to be more ready to seek help in career development than do White Americans.

Implications For The Career Development Movement

Data collected by the 1993 NCDA Gallup Survey make clear a number of kinds of major career development problems to be faced by the United States. They also make clear the fact that career development professionals, while in short supply in terms of serving any given category of persons, are generally judged by those they serve as providing quality help in career development. Here, only what are considered to be the biggest and most obvious implications will be noted and briefly discussed. Each reader is urged to formulate her/his own list of implications. This should not be difficult to do.

#1 The career development needs of all persons in the Age 18 - 25 category are not currently being adequately met.

These data make clear the fact there is a huge gap in availability of career development assistance to youth not in school between Age 18 and Age 25. Indicators of career development are markedly different for adults in the Age 18 - 25 category as compared to all other adult age categories. Yet, no systematic kind of career development assistance is available to persons in this category. There is a huge need for establishment of a nationwide system of **community career development centers** open to both youth and adults of all ages but concentrating special attention on meeting the career development needs of persons Age 18 - 25. Too many such persons are today floundering in the secondary labor market in positions that contribute only marginally to either worker satisfaction or societal

benefits. Such centers are also badly needed and would be widely used by today's large and growing numbers of displaced adult workers, by women currently serving as full-time homemakers but seeking to return to the labor force, and to retired persons desiring to return to the labor market. Finally, these centers would be a valuable and valued source of supplementary help to K-12 educators seeking to help students in career development. To establish and operate such a system represents a modest cost that holds great potential for producing sizable benefits. It is an investment well worth making at the Federal, State, and local community levels.

#2 There is a great and growing need for almost all persons leaving the secondary school to secure some kind of postsecondary education prior to entering the labor market.

The emerging "high skills/high tech" occupational society has few good employment opportunities for those with only a high school education or less. While the many advantages of being a four year college graduate are, once again, made clear by the data collected in this survey, it is equally clear that, in terms of the demographics of the population and the occupational society, it would be unwise to encourage a much higher percentage of high school leavers to seek a four year college degree. Today's labor market is already saturated with four year college graduates. Instead, some other form of postsecondary education - most typically those found either in a community college or in a post high school vo-tech institution setting - will be needed by an increasingly large percentage of high school leavers. How to help these students (and, in many cases, their parents) investigate and then choose to enroll in such institutions is a major challenge facing career development professionals today - and this will become an even bigger problem in future years.

#3 A high priority needs to be placed on meeting the career development needs of persons who drop out of four year colleges/universities prior to receiving a degree.

We have known, for years, that approximately half of all those entering a 4 year college or university fail to ever graduate from such an institution. Yet, relatively little has been written about efforts to meet the special career development needs of such persons. Data gathered in this survey make it clear that their career development needs are not well met compared with other categories of persons with some kind of postsecondary education. Many of these persons would probably do well if they enrolled in some of the "high skills/high tech" programs now being offered in both community college and postsecondary persons recognize and value such education without feeling they have become "second class citizens". Certainly, the "community career development center" recommended in Implication #1 above should be welcomed by and useful to those who drop out of four year college/university settings prior to graduation.

#4 While some progress has been made, the need to bring equity of career development opportunities to minority persons remains strong and must continue as a high priority of the career development movement.

While the data available in this survey allowed comparisons only between Black Americans and White Americans, the lack of equity of opportunity is still clear. Were data from all minority groups available, it seems almost certain the need would become even more clear. Much more remains to be done. This must be a top priority for NCDA.

#5 There remains a great need for the career development movement to continue placing a high priority on ensuring gender equity in providing career development opportunities.

The generally favorable results found in this survey in no way should be interpreted to mean that the need to make gender equity a priority for career development professionals no longer exists. On matters of both gender equity and racial equity, the need for positive action is a continuing one. If attempts to ensure equity are not continued, it seems almost inevitable that discrimination will very quickly reappear. This is no time for the career development to rest on its laurels in the area of gender equity. The priority must be continued.

#6 The need for greater employer involvement in career development continues to be great.

In spite of all the pleas for more employer involvement in preparing persons for success in the occupational society, data collected in this survey make it clear that, among adult workers, approximately 1 in 3 have received no training from their employer during the past year and that, on the average, only about 1 in 4 workers in any sub-category have received 31 days or more of employer training. The situation is particularly bad in terms of employer contributions to training of persons with a high school diploma or less and/or under Age 25. The kinds of massive efforts required to make American workers in general successful in competing in the international marketplace cannot be either mounted or executed until and unless much greater and better employer involvement takes place. There is much to do before this can be said to be accomplished.

#7 Special attention must be provided those youth who either

- a. Drop out of high school; or
- b. Seek to enter the labor market with only a high school education.

For both of these sub-groups, data collected here makes it clear that professional counselors have devoted very little time to helping them with various facets of career development. Most of these youth will, if employed at all, find jobs in the secondary labor market - jobs that pay little, provide no good opportunities for advancement, have no package of employee benefits, and no real job security. In spite of all that might be done, it appears inevitable that we will, for many years to come, have, perhaps, one million or more such youth leaving secondary schools each year. If nothing is done to help meet their career development needs, most will probably not like the jobs they find and will not be very successful in them. It will do little good if counselors simply repeat over and over again the need for these youth to consider some form of postsecondary education. Instead, efforts must be concentrated on helping such youth discover ways of making work - paid and/or unpaid - a valued part of total lifestyle. Instruction in seeking/finding/getting/holding jobs should be provided these youth as part of the secondary school experience. So should supervised work experience that emphasizes the importance of acquiring and practicing productive work habits. An active job searching program should be available for use by these students whenever it is needed. A large investment in helping these youth while they are still in high school will, in the long run, be considerably cheaper than the costs likely to be involved in caring for them during long periods of unemployment and/or delinquent behavior as adults.

Implications for K-12 Educational Reform

There is great need to use the concept of "work" as a motivating force for both teachers and students in the K-12 education system. The National Education Goals Report (1991) identifies and justifies six important goals for America's K-12 system of education. The debate now needed centers not so much on the goals themselves but, rather, on how they will be met. Whenever this topic is raised, the discussion inevitably comes down to discussing motivations of both pupils and of their teachers. What will encourage students to want to learn? What will encourage teachers to want to teach? Much of the rationale behind creation of these six goals is concerned with America's ability to compete successfully in the international marketplace - particularly in terms of emphasizing the importance of education/work relationships for all persons. Thus, it appears both logical and practical to consider using the concept of education/work relationships as a motivating force for encouraging both pupils and their teachers to work toward attaining the six goals.

If this is to be done, it will be necessary to consider the K-12 classroom as a "workplace" and both pupils and teachers as "workers". This, in turn, should lead both pupils and their teachers to view "work" in a positive light and to indulge routinely in the use of productive work habits. Only if this is done beginning at the early elementary school level can we expect all pupils - including those who will drop out of high school and those who will seek to enter the labor market with no formal postsecondary educational accomplishments - to make work values an integral part of their system of personal values.

To the extent this is done, educational productivity can be expected to increase following the same general rules that apply for increasing industrial productivity. Teaching pupils to learn and to routinely use productive work habits beginning in the early elementary school years will go far in ensuring that America develops a system of adults with productive work habits. Unless this is done, the American system of K-12 education will be making only minimal contributions toward preparing both high school dropouts and high school graduates seeking no further education for successful participation in American society. Instead, we may, in effect, be influencing these youth toward a life of criminal activity, drug usage, and other forms of nonproductive delinquent behavior. It will be far cheaper to reform America's K-12 education system in ways that ensure almost ALL pupils will leave high school as persons who value work and practice productive work habits.

To those who object by pointing out that preparing students for work is only one of many responsibilities of the K-12 education system, it should be pointed out that, by "productive workers", we mean persons who:

1. Have a clear understanding of the importance of the work tasks they are asked to accept;
2. Have been given the work skills necessary for successful completion of their work assignments;
3. Do their best to accomplish each work assignment;
4. Complete their work tasks assigned to them ;
5. Finish their work on schedule,
6. Follow directions necessary for successful completion of their work; and
7. Develop and practice positive and cooperative working relationships with their colleagues.

It should be pointed out that persons who possess qualities such as these are more than "good workers". These same qualities are essential for persons who are "good students", "good teachers", "good parents", and/or "good citizens". By including both paid and unpaid work in its conceptualization, this is a very broad view of the need for educational reform. It is certainly one well worth serious consideration.

Concluding Statement

About half of those adults in this survey who are students report never having visited with a professional counselor about career development matters. This may, in part, be due to a shortage of counselors. However, at least in part, it seems likely to be due to the fact that, for many of today's professional counselors who work in various kinds of educational settings, "career development" is not a priority area of concern. As relationships between work and education come closer and closer together, the need for professional counselors in all educational settings to make "career development" a priority is sure to increase.

Thus survey has produced mountains of data illustrating the need of adults in a wide variety of sub-categories for professional career development assistance. It has also produced data demonstrating that the career development needs of adults are not currently being well met by today's career development specialists, not because counselors lack the expertise to be helpful, but rather simply because of the shortage of qualified career development specialists nationwide. The time to mount a national campaign aimed at turning this around is now.

References

The National Education Goals Report (1991) Building a nation of learners. Denver, CO: National Education Goals Panel.

Press Release
Counseling for High Skills: Vo-Tech Career Options

The DeWitt Wallace - Reader's Digest Fund recently awarded a \$3.3 million grant to the Kansas State University Foundation for a project entitled "Counseling for High Skills: Vo-Tech Career Options." This project is being conducted under the direction of Kenneth B. Hoyt, University Distinguished Professor of Education at Kansas State University, and implemented through collaborative partnerships with the American School Counselor Association (ASCA) and its State Branches in 13 states.

This project is designed to help school counselors provide career planning assistance to the 70% of high school youth who will not be four-year college/university graduates. The goal is to help young people better prepare themselves for participation in the emerging high skills/high tech occupational society. Hoyt stated that "as America moves from a 'low wages' to a 'high skills' occupational society, there must be an increase in the number of high school graduates who seek vocational-technical training. By helping these youth plan to acquire some form of 'high skills' occupational preparation, the U.S. should be better prepared to compete in the international marketplace."

Counseling for High Skills is, in part, aimed at increasing the knowledge, competence, and commitment of school counselors in helping these students who are not planning to attend a four-year college or university. The project calls for more than 2,000 school counselors in 13 states to become involved in collecting data from students currently enrolled in postsecondary vocational-technical programs at community colleges, vocational institutions, and proprietary institutions. In addition, data will be collected from these same students six months after they complete their training. This information will consist primarily of answers to questions that high school students frequently ask about postsecondary vocational-technical programs. Through their participation in this project, many counselors are expected to become more interested and more committed to helping high school students who want to know about their career options after graduation.

All data collected will be processed by the American College Testing Program (ACT). Computer disks will be developed using the data collected and will be distributed to school counselors. The project will offer professional development programs to help school counselors learn how best to use this data in counseling today's high school students and providing information to their parents.

ASCA branches in the following states are involved in Counseling for High Skills: Arizona, Colorado, District of Columbia, Florida, Iowa, Kansas, Maine, Missouri, Nebraska, North Carolina, Pennsylvania, Texas, and Washington. Each ASCA state branch has appointed a state coordinator for the project. For more information, call (800) 247-2334.

The DeWitt Wallace - Reader's Digest Fund invests nationwide in programs to help American youth fulfill their educational and career aspirations.

1/11/94

Executive Summary
of
Counseling for High Skills: Vo-Tech Career Options

A Project Funded by
DeWitt Wallace-Reader's Digest Fund
Kansas State University

Counseling for High Skills: Vo-Tech Career Options Project Summary

The basic problems are:

1. About 1.5 million youth per year leave secondary schools with few job skills and ill equipped to participate in the emerging "high skills" occupational society.
2. School counselors have been widely accused of being primarily interested in helping the 30% of youth who will be four year college/university graduates, not the 70% who won't.
3. Persons trying to decide which postsecondary vocational-technical institution would be the "best" one for them have little information enabling them to make a decision.

There is a need for:

1. Many more high school leavers to obtain postsecondary vocational-technical training prior to seeking entry into the occupational society.
2. School counselors to become much more interested and equipped with meaningful data for use in providing career counseling to youth seeking vocational-technical training.
3. Information to help persons make sound decisions regarding the kinds of postsecondary vocational-technical programs and which institutions would be "best" for them.

The goal of this project is to meet these three needs through the active efforts of professional school counselors working collaboratively with vocational educators to (1) learn more about postsecondary vo-tech institutions by going to these institutions and visiting with both students and staff; (2) accumulate information that will help answer questions high school students have regarding institutions offering postsecondary vocational-technical programs; and (3) use this new information in providing comprehensive career development activities to high school students regarding their post-high school plans. The strategy calls for a multi-year effort in which school counselors will be the primary data collectors. American School Counselor Association (ASCA) state branches in each of the 13 states participating in the planning phase of this project developed a comprehensive data collection plan in their states during the 1992-93 school year. The project rationale assumes school counselors are professional persons who are willing to devote efforts aimed at collecting data needed by their students in making decisions regarding postsecondary vocational-technical education.

Rationale for School Counselor Involvement

We know that in order to compete in the international marketplace, America is moving from a "low wages" to a "high skills" occupational society. One way for this to occur is for the 70% of youth who will never be four-year college graduates to acquire specific occupational skills at the sub-baccalaureate level.

For far too long, too many youth have left high school with few, if any, specific vocational skills and sought entry into the occupational society. Most wind up with low paying, dead-end jobs in the secondary labor market. America cannot effectively compete in the international labor market unless this situation changes. Many more youth need to leave high school for some kind of postsecondary vocational-technical education. School counselors are sure to be key persons involved. This project is designed to help school counselors change themselves through collecting and using data that will enable them to be real experts in this area.

If school counselors are to learn what they must know to help youth make decisions regarding postsecondary vocational-technical opportunities, they must interact with both students and faculty in such institutions. In addition, they must understand what happens to youth attending

postsecondary vocational-technical institutions. Finally, they must know how to work effectively and efficiently with both educators and the broader community in helping youth in career development. Counseling for High Skills: Vo-Tech Career Options aims to help school counselors become an important component in moving America toward becoming a high skills nation.

Data Collection and Use of Results

School counselors will be actively involved in the data collection from postsecondary students at the vocational-technical institutions (vocational-technical schools, community/junior colleges, accredited proprietary schools). The project state coordinator will arrange for a different school counselor to coordinate data collection at each specific institution (director of data collection) and this person will arrange for one other school counselor to be responsible for data collection (data collection facilitator) from students in each specific program.

Each student will complete the data collection instrument developed for this project. This instrument asks students questions concerning the following: characteristics of students enrolled in the program; how they decided to enroll in the training program; how they made their career choices; ways students are paying for their education; housing; and student perceptions of the institution, its equipment, and its instructional staff in general (not evaluation of specific instructors).

The students will be asked to participate in a follow-up about six months after they complete their training program. A follow-up instrument will be sent to the students from the director of data collection for each specific institution and/or the data collection facilitators. The instrument will include questions relating to the kinds of jobs obtained, the ways in which they found jobs, the amount of money they make, their satisfaction with their job, and their perceptions regarding the helpfulness of the training program in obtaining their job.

The data described above will be compiled and school counselor resources/materials developed for use with students in facilitating student career decision making. The project will develop training materials and assist in training school counselors on how best to use this information. As a result of school counselors using these resources, students should make more informed career choices.

The basic data developed in each state through Counseling for High Skills: Vo-Tech Career Options will be made available without charge to ASCA state branch members in that state for use in their schools.

Implementation Grant

The three year implementation grant proposal was approved for funding by the DeWitt Wallace - Reader's Digest Fund Board in November, 1993. First year data collection is planned to be completed during January through April, 1994. While a number of goals have been developed for each year, the primary emphasis planned for each of the three years can be identified as follows:

Year 1: Initial student data collection - the American College Testing Program (ACT) will process data and prepare counselor resources

Year 2: Follow-up student data collection

Year 3: Helping school counselors understand and use the data in counseling.

Additional funding will be sought to implement Years 4 and 5 of Counseling for High Skills: Vo-Tech Career Options. During these years, efforts will be aimed at helping school counselors use

the data collected during the first three years of the project in community collaborative efforts. In addition, institutionalization activities designed to continue this project in perpetuity will be conducted.

ASCA State Branches Involved in Counseling for High Skills

ASCA state branches in the following 13 states are involved in the planning phase of Counseling for High Skills: Vo-Tech Career Options: Arizona, Colorado, District of Columbia, Florida, Iowa, Kansas, Maine, Missouri, Nebraska, North Carolina, Pennsylvania, Texas, and Washington.

Association/Organization Endorsements

The following organizations have provided letters of endorsement for Counseling for High Skills: Vo-Tech Career Options:

- American Association for Career Education;
- American Association of Community Colleges;
- American Association of School Administrators;
- American School Counselor Association;
- American Technical Education Association;
- Career College Association;
- Guidance Division of the American Vocational Association;
- National Association of Career Development Guidance Supervisors;
- National Association of Secondary School Principals;
- National Association of State Councils of Vocational Education; and
- National Career Development Association.

The DeWitt Wallace-Reader's Digest Fund

The DeWitt Wallace-Reader's Digest Fund invests nationwide in programs to help American youth fulfill their educational and career aspirations.

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Figure 1. The effect of the concentration of the inhibitor on the rate of polymerization of α -methylstyrene in the presence of SnCl_4 at 25°C .

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DeWitt Wolf With the three-year grant Hoyt will guide

Web Site: www.pearsoned.com

43% of young people leave high school !!!

"Many young people leave high school ill-

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ADMINISTRATORS AND TEACHERS AND INTERVIEW

See the index, p. 480-481

Several dozen students, all wearing black armbands, gathered in the courtyard in front of the building.

arch training: www.archtraining.com

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A Proposal for Making Transition From Schooling to Employment an Important Component of Educational Reform

KENNETH B. HOYT

Introduction

In recent months, a major indictment of American living has surfaced with some regularity. It states:

In no other industrialized country are the transitions from school to work...left so much to chance as in the United States.

This indictment contains too much truth to be ignored. Here, efforts are made to: (a) put the problem in preliminary perspective with reference to current K-12 educational reform initiatives in the education/work relationship domain; (b) discuss some of the major factors contributing to American's relative lack of success in solving the youth school-to-work transition problem; and (c) suggest some possible solutions holding potential for making "transition from schooling to employment" an important component of educational reform in America.

Educational Reform and "Transition" Problem: An Initial Perspective

While most of the early educational reform proposals of the 1980s made reference to the need for America to become more competitive in the international marketplace, not one included "transition from schooling to employment" as a major component of their reform

proposals.¹ Most concentrated their proposals on efforts to improve academic achievement in communication, mathematics, and science.² We were warned that those youth who fail to acquire such skills will have great difficulty finding employment. On the other hand, exactly how possession of such skills will *help* youth secure employment was never specified.

More recently, educational reform proposals have broadened their efforts to specify the kinds of skills employers need high school graduates seeking employment to possess.³ While some variation in the names of recommended skills exists in these reports, they seem to center around three areas including: (1) academic skills; (2) reasoning/problem-solving skills; and (3) positive attitudes toward work and working coupled with productive work habits. The most comprehensive description of such skills can be found in a new book written by Carnevale, Gainers, and Meltzer.⁴ Still, even though the specific kinds of skills employers are urging K-12 school systems to provide youth in the name of educational reform have been defined in a more precise manner, the topic of how youth are to actually use such skills in securing employment has not been a part of the reform discussion.

Three currently popular national proposals for relating the transition from schooling to employment now exist, only one of which is

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FUTURE CHOICES

perceived by some of its proponents as directly tied to educational reform. The first is the "Jobs For America's Graduates" program—a program that appears to be very similar to an earlier program called "70001" that is also still in operation.⁵ JAG is a concentrated effort to work especially with disadvantaged high school seniors in providing them with job seeking/finding/getting/holding skills and to actually assist them in securing employment. JAG does not seek to tie its operations to a broader, more comprehensive program of educational reform in the high schools where it operates. A second is a proposal from the National Alliance of Business for the creation of what NAB calls "Modal Jobs Collaborative Programs" aimed at guaranteeing jobs for participating secondary school youth when they graduate from high school.⁶ This is, in effect, an extension of the Boston Compact program.⁷ It does not pretend to be an educational reform proposal *per se*.

The third proposal—and one currently growing rapidly in popularity—is "work-based learning" as proposed by the U.S. Department of Labor.⁸ This program, now officially housed in DOL's Office of Work-Based Learning, claims that its "apprenticeship-style" approach is the best way for youth to *both* (1) acquire employability skills, and (2) make a successful transition from schooling to employment. Much of the rationale for making such claims is documented in two recent reports describing highly successful programs of transition from schooling to employment in other developed countries.

One report describes programs in Sweden, West Germany, Great Britain, France, and Philadelphia, Pennsylvania.⁹ The second report describes programs in England, West Germany, Sweden, and Japan.¹⁰ In both documents, the importance of tying classroom learning directly to occupations via concentrated period of work experience is emphasized. Great and growing interest is being expressed in devising and implementing some kind of "apprenticeship-American style" effort drawing from the successful experiences of these other industrialized nations.

Whether this is another educational reform proposal—or a proposal to create a completely new kind of educational system—is unclear. What is clear is that, at this point in time, only very limited attempts have been made to tie this form of USDOL-suggested reform to the broader set of proposals for educational reform developed during the 1980s. Both the practicality and the problems of inserting an "apprenticeship-style" work-based learning effort into the educational reform movement will be discussed later. We now turn to a discussion of some major reasons why the "transition" problem in the U.S. is currently greater than in other industrialized nations.

Special Schooling to Employment Transition Problems Facing the U.S.

Problem #1: Higher Education: A Closer Look at International Comparisons

Unfortunately, neither the Nothdurft nor the GAO documents referred to above include specific data regarding the percentage of youth who pursue a four year college/university degree program. The best estimates that could be found were from a 1987 reference.¹¹ The data indicate that the percentage of high school graduates who go on to college are:

Sweden: 32% males; 43% females (p.38)

West Germany: 21.5% (p.26)

France: 28% (p. 24)

Great Britain: 13% (p.17)

A U.S. Department of Education publication entitled *Japanese Education Today* (1987) indicates that 18 percent of Japanese high school graduates go on to four year university degree programs.¹²

The U.S. Department of Labor reports that 38.9 percent of U.S. 1989 high school graduates were enrolled in four year colleges and 21.1 percent in 1-2 year colleges in the Fall of 1989.¹³ When compared with major international competitors, it appears that American high school graduates are at least twice as likely to enroll in four year college/university programs as are youth

TRANSITION FROM SCHOOLING TO EMPLOYMENT

in these other nations. An even more startling contrast can be seen by noting that, even by the year 2000, only 23.4 percent of U.S. jobs are predicted to require a four year college/university degree.¹⁴ When almost 40 percent of high school graduates are planning to prepare themselves for jobs that will be available to only 23.4 percent of all employed workers, problems in the "schooling to employment transition" area are sure to be commonplace.

Kutscher has predicted that the surplus of college graduates in the U.S. that began in the early 1970s is expected to continue through the year 2000.¹⁵ It seems apparent that the discrepancy between the percent of high school graduates entering college and the percent of jobs requiring a college education is much lower in other industrialized nations than it is in the United States.

Many who enroll in higher education leave prior to earning a baccalaureate degree. Thus, in the U.S.—as contrasted with other developed nations—the problems of transition from schooling to employment include very large numbers of college non-completers as well as high school graduates seeking immediate employment. The non-college bound graduating high school seniors represent only a portion of the population to be considered.

One of the obviously significant factors is that, in all of these countries *except the U.S.*, youth desiring to enroll in four year college/university programs must pass a college entrance examination. A vast majority of high school youth in these countries (i.e., those who fail to take and/or to pass the college entrance exam) are well aware of their need to find alternative means of preparing for success in the world of paid employment. In the U.S., by contrast, the "American Dream," for most families, is that their children become college graduates. Readily available statistics make it clear that straight line relationships exist between number of years of education and both (a) job earnings and (b) unemployment rates. For examples, consider the following figures:

From *Education Week* (March 29, 1989)
"Schooling and Earning"

Head of Household	Median Household Income, 1987
1-3 years high school	\$21,165
4 years high school	\$29,937
1-3 years college	\$36,392
4 years college	\$46,533
5 years or more college	\$54,492 ¹⁶

From *The Forgotten Half* Final Report
(1988)-Page 126:

Educational Level Completed	Unemployment Rates	
	Male	Female
1-3 years high school	11.2%	10.9%
4 years high school	6.7%	5.8%
1-3 years college	5.0%	4.0%
4 years college	2.5%	2.1% ¹⁷

Faced with figures such as these, it is not surprising to find parents desirous of having *their* children prepare for and enter into college. Any alternative program aimed primarily at preparing students for immediate employment after high school is almost certain to be viewed as something for "other parents' children." The "right to try"—including the "right to fail"—is an essential part of the concept of "freedom of choice" in the United States. The creation of a national college admissions examination that all persons desiring to enter college/university settings must pass would be strongly resisted by most Americans. Many cases now exist of the "1 in 100" kind of person who battles the odds and successfully completes college.

As a result, the U.S. has, in effect, elected to build in a degree of purposeful inefficiency in its "transition from schooling to employment" system as the price to be paid for protecting individual freedom of choice. Until and unless this freedom is relinquished, it seems inevitable that the U.S. will, to some degree, continue to lag behind other industrialized nations in solving the "transition" problem.

FUTURE CHOICES

Problem #2: The "Secondary Labor Market" in The United States

Hamilton bases his call for an "apprenticeship" approach to solving America's "transition from school to employment" problem in part on the existence of a "secondary labor market" that most youth leaving the secondary school for employment are expected to enter.¹⁸ According to Hamilton,

...(Employers)...in order to curtail the costs of training new employees who soon quit for another job...have simply rejected teenage applicants, waiting until they have a few more years work experience before offering them career-entry positions and investing in their training...(now) because of the "baby bust," they can no longer ignore teenagers, simply allowing them to season in the secondary labor market." (p. 28)

Hamilton defines the "secondary labor market" as

"jobs that pay little more than the minimum wage, offer no fringe benefits, demand few skills, are insecure, and lack advancement opportunities" (p. 22)

and notes that many youth remain in such jobs until about age 25 when employers believe they are "seasoned" enough so as to justify investing some dollars in training them for various jobs. This view is reinforced by the recent DOL publication *Work-Based Learning* by the following statements:

"many young people who do not go on to a 4-year college find low-paying, low-skilled employment with little opportunity for advancement...Few high school graduates...are considered by the employer community to be ready for work." (p. 39)¹⁹

Part of the rationale behind suggesting the existence of a "secondary labor market" is found in the consistency of figures indicating youth unemployment rates to be consistently about three

times as high as those of adults. Recent figures from USDOL's Bureau of Labor Statistics illustrate this with the following statistics:

Age Category	Unemployment Rate
18-19-year-olds	13.4%
20-24-year-olds	8.2%
25 years & over	4.1% ²⁰

Excellent examples of youth experiences in such jobs are found in a new publication of the Education Writers Association.²¹ Youth jobs described in this publication fit Hamilton's description of the "secondary labor market" very well. Most of the youth described in this publication can be said to be persons who would like to "work" but are forced to settle for a "job."

It appears that, in other industrialized nations, conscious efforts are made to avoid placing non-college bound youth in the "secondary labor market." Instead, employers have joined forces with educators to provide youth with work experience which, when coupled with their formal schooling and employer training opportunities, enable most youth to secure career entry jobs leading to career ladder opportunities in the primary labor market.

If placement of non-college bound youth in the "secondary labor market" has been largely the creation of employers, the question of willingness of employers to admit youth to entry level positions in the "primary labor market" (i.e., jobs that provide some opportunity for advancement and for employer training) must be surfaced. This, in turn, raises the question of willingness of employers to accept part of the responsibility for helping youth make successful transitions from schooling to employment through "partnership" arrangements with the educational system. Are *both* employers *and* the K-12 school system prepared to change from being part of the "problem" to becoming part of the "solution"?

Until and unless this question is answered affirmatively, it seems unlikely that attempts to help non-college bound K-12 youth (a) see the importance of basic academic skills in occupational success, (b) acquire problem-solv-

TRANSITION FROM SCHOOLING TO EMPLOYMENT

ing skills, and (c) acquire positive work attitudes will be very successful. Even if youth were to learn such skills in the K-12 school system, many can expect to discover that the jobs they find in the "secondary labor market" are places where such skills are *lost* rather than *gained*—i.e., these skills simply aren't pertinent to success in such jobs. The continuing presence of a "secondary labor market" in the U.S. seems inevitable. The challenge will be to avoid making it the "primary labor market" for youth seeking employment immediately after leaving high school.

In Germany—Most young people complete their compulsory education at age 15 to 16 at the end of 9th grade and pursue an apprenticeship in a specific trade.

In England—Compulsory education ends at age 16. This is now supplemented by the Technical and Vocational Education Initiative—a four-year program designed for youth 14-18 years old aimed at preparing youth entry into the occupational society.²⁵

In each of these nations, some kind of "buffer" educational experience aimed directly at helping

There is nothing new about the concept of calling for private sector/education system efforts in general and work experience opportunities in particular as vehicles for use in helping youth make the transition from schooling to employment. What is relatively new are current calls for use of the concept of "apprenticeship" as a vehicle for solving youth schooling to employment transition problems.

Problem #3: Diversity of Opportunities for Occupational Preparation

An abundance of literature exists containing evidence that the American system of secondary vocational education has been only marginally successful in helping its students make the transition from schooling to employment.^{22,23,24} If rough comparisons were made of U.S. secondary school vocational education graduates compared with non-college bound high school graduates of other industrialized nations, the U.S. system would appear to be generally inferior. However, in view of the fact that, in most other industrialized nations, the period of occupational preparation extends beyond the traditional secondary school graduation schedule, it would appear to be unfair to make such direct comparison. For example, Nothdurft reports that:

In Sweden—Upon completion of compulsory school at age 16, students choose from among 27 different courses in the "upper secondary system" ranging in length from two to four years.

non-college bound youth make a successful transition between the compulsory secondary school and employment is in place. Most K-12 education systems in the United States currently appear to leave it up to those youth seeking employment immediately after high school to "sink or swim" on their own—and it is clear that very large numbers "sink"!

Both the George²⁶ and the Nothdurft²⁷ reports describe comprehensive career guidance systems now operating in several other industrialized nations aimed at helping non-college-bound youth make a successful transition from schooling to employment. Yet, in the United States, the job placement function takes less of school counselors' time than any other major job duty.²⁸ The relative lack of attention to meeting the career guidance needs of these youth appears to be due to a combination of (1) the lack of a wide diversity of career opportunities available to them, and (2) the many non-career guidance duties typically assigned school counselors in the United States. In view of the fact that the career guidance movement originated in the United States—and that

freedom of choice is a bedrock American value—it seems surprising to find that the career guidance function for non-college bound youth appears to be a much higher priority for other industrialized nations than it is in the United States. There is clearly a need to reverse this situation.

“Apprenticeship-American Style” as a Possible Solution

Many strongly believe that experiential learning calling for some form of work experience is a valuable way for youth to acquire the kinds of worker skills employers seek. America's K-12 educational systems have, for many years, recognized this both in various kinds of work experience programs and in cooperative education programs. An important cornerstone of the career education movement consists of work experience aimed at providing youth with career awareness/career exploration opportunities. Some K-12 school system/private sector “partnerships” have, as part of educational reform efforts, created exemplary youth work experience programs. *Workforce LA* is a good example.²⁹ Many communities now operate “Industry-Education Councils” using the system developed by the National Association for Industry-Education Cooperation. Various community youth organizations—e.g., Junior Achievement, 4-H, Exploring Division, Boy Scouts of America—place major emphasis on using private sector persons as resources for helping youth learn about occupational possibilities in the world of paid employment.

There is nothing new about the concept of calling for private sector/education system efforts in general and work experience opportunities in particular as vehicles for use in helping youth make the transition from schooling to employment. What is relatively new are current calls for use of the concept of “apprenticeship” as a vehicle for solving youth schooling to employment transition problems.

At least three distinctly different “apprenticeship” proposals are currently being actively promoted. The largest is found in USDOL's Office of Work-Based Learning.³⁰ While calling

for retaining formal apprenticeship as industry-operated *programs*, strong pleas are made for expanding the apprenticeship *concept* of experiential learning to other kinds of learning opportunities as well. Part of this proposed initiative consists of industry/DOL partnership efforts to apply the apprenticeship *concept* (without calling it “apprenticeship”) for use with adults in (a) entry-level training in non-apprenticeship occupations, (b) upgrading training in all occupations, and (c) as a career path for workers in lower skilled jobs. These new programs would be run by industries. The education system would, for all practical purposes, be ignored.

Work-Based Learning recommends that youth at risk of dropping out of school and non-college bound high school graduates be enrolled in work-based learning environments “with clear and direct routes to successful career paths” (page 42).³¹ While not specifying who would operate the “work-based learning,” USDOL recommends that the theoretical instruction required be provided by alternative high schools and community colleges. This effort would be separate and apart from (rather than a part of) the K-12 education system and thus clearly not associated with educational reform. The only place where the K-12 education system is recommended for use is in strengthening and expanding the current DOL “school-to apprenticeship” model now operating in about 400 sites and involving 1,500 students (page 41).

A second “apprenticeship” proposal can be found in Hamilton's book *Apprenticeship for Adulthood: Preparing Youth for the Future*.³² Unlike the USDOL proposal described above, Hamilton perceives what he calls a “comprehensive apprenticeship system” as an important and vital part of K-12 educational reform. He differentiates “school-based apprenticeship” (for use primarily in career exploration) from “work-based apprenticeships” that are specific and intensive in only one occupation. He envisions the creation of “work-based apprenticeships” for youth with clear occupational choices. Beginning in Grade 11, the program operates under the “2 plus 2” concept

TRANSITION FROM SCHOOLING TO EMPLOYMENT

originally proposed by Parnell.³³ By the end of the program, participating youth would have: (a) a high school diploma, (b) an associate's degree, and (c) a certificate testifying to the possession of high-level skills. He acknowledges that this program best fits those preparing to be some kind of *technician*.

To better serve youth lacking the ability and/or inclination to pursue a technical education program requiring post-secondary education, Hamilton proposes three kinds of work-based apprenticeship programs including: (a) one that "begins in high school and concludes a year or two after graduation," (b) one for high school dropouts that will help them acquire a GED certificate, and (c) one for high school graduates who elect to enter into an apprenticeship following graduation. While he fails to indicate who is to operate and/or pay for these programs, it looks as though he must be assuming this to be some kind of education system/community collaborative effort. Clearly, Hamilton perceives "apprenticeship-American Style" as a major new component of the total educational reform movement.

Still another approach to development of a youth apprenticeship system has been proposed by Lerman and Pouncy.³⁴ Under their proposal, students would, in Grade 10, be offered a choice between pursuing a job apprenticeship or remaining in a purely academic track. Each student choosing the "apprenticeship" route would be required to sign a formal contract with a specific employer. These students would enter a three-year apprenticeship beginning in Grade 11 with at least 75 percent of the third year spent in on-the-job-activities. Obviously, high school for such youth would be extended one year beyond its current K-12 format.

If successes of the "apprenticeship" approach in other industrialized nations are used as an indicator, all three of these proposals appear to hold promise for alleviating the current situation that finds many recent high school graduates floundering in the "secondary labor market" with no clear means available for securing entry level employment in a firm or organization hold-

ing some hope for career advancement. Among the obviously key and important questions that must be asked—and answered—before some kind of "apprenticeship" approach is endorsed as a national "solution" are:

1. As Hamilton point out in his book (p.160), "apprenticeship" programs best fit those preparing for jobs as "technicians" that require 1-2 years of post-secondary education.³⁵ Since, even by the year 2000, only 21 percent of occupations are expected to fall into this category³⁶ how does the "apprenticeship concept" fit those occupations requiring only a high school diploma or even less? Are all "apprenticeships" to be for jobs in the "primary labor market"?
2. How is the optimal time required to provide youth with the specific job skills associated with each "apprenticeship" experience to be determined? How is the great variability in time requirement involved to be taken into account in program operation?
3. What kinds of provisions, if any, are to be made to accommodate college "stopouts" in the proposed "apprenticeship programs"?
4. Who is going to have operational control over the "apprenticeship" operation? The K-12 school system? The community college system? Employers? Labor unions? USDOL offices? Some new kind of organization yet to be created by the federal bureaucracy?
5. What assurances can be made that the time each youth spends performing job tasks at an employer's place of business is devoted to equipping the youth with occupational skills—as opposed to serving as a source of free and/or very cheap labor for the employer? To what extent is it contemplated that organized labor will have a voice here?
6. How much pay—if any—is to be provided for those youth who participate in the "apprenticeship" programs? Who is to make these determinations? What non-financial incentives can be offered?
7. Will opportunity to participate in some kind of "apprenticeship" be made available to *all* high

FUTURE CHOICES

- school graduates? If so, who, eventually, will occupy jobs in the "secondary labor market?" Will employers choose youth—or will youth choose employers—or both? Will "creaming" in any form be allowed?
8. What assurances will participating employers be asked to provide with reference to their willingness to place youth who successfully complete an "apprenticeship" in entry level jobs holding clear potential for advancement and/or further employer training?
 9. Is requiring youth to make firm occupational decisions before they are ready and able to make reasoned, mature career choices a price worth paying in exchange for increased assurances they will be able to make successful schooling-to-employment transitions?
 10. Are "apprenticeship" programs to be installed as a component of educational reform? Or are such programs to operate independent of current educational reform proposals aimed at better preparing today's youth for successful participation in tomorrow's occupational society?

Of the ten questions raised above, the last three are, by far, the most serious. If an "apprenticeship work-based learning" approach is to become a generally endorsed youth "transition from schooling to employment" policy, *it is absolutely essential that Question 8 be answered in a satisfactory manner.* Assuming this can and will be done, the remainder of the paper will be devoted to an attempt to suggest a series of activities which, if combined with "apprenticeship" approaches, will enable both Question 9 and Question 10 to also be answered in a positive fashion.

Tying "Apprenticeship," "Employability Skills," and "Career Development" to Educational Reform

Career Development and the "Apprenticeship System" Concept

Career development theorists are in strong agreement that most youth are not ready to make reasoned long-term occupational decisions

before age twenty.^{37,38,39} Research in career decision-making confirms this element of career development theory.^{40,41,42} While, of course, youth at almost any age *can* make occupational decisions if forced to do so, their readiness to make such decisions based on clear and accurate understanding of themselves and their occupational alternative coupled with the skills of career decision-making is quite a different matter.

There is ample evidence that career development can be speeded up to some extent by proper kinds of interventions. Campbell, in reporting on a met-analysis of a wide variety of studies aimed at assessing the effectiveness of career development, reported that: (1) 26 of 30 empirical studies reported positive results in the "personal and work skills" (including work values) category; (2) 27 of 34 empirical studies reported positive results in the "career planning" category; and (3) 31 of 44 empirical studies reported positive results in the "career awareness and exploration" category.⁴³ It seems clear that comprehensive career guidance programs can be effective in helping youth move toward career maturity.

The American School Counselor Association has issued a strong policy statement supporting the role of the school counselor in career guidance.⁴⁴ There is now evidence indicating that, while career guidance is still not a high priority for school counselors—and job placement continues to be a low priority—interest of school counselors in career guidance is increasing.⁴⁵ There is also good evidence that high school students look to school counselors for help in career development.⁴⁶

While the school counselor is a key person in career guidance, it is important to remember that comprehensive K-12 career guidance programs also include important roles and responsibilities for classroom teachers, parents, and a wide variety of community agencies/organizations.⁴⁷ A community team effort is needed.

Need for career development assistance today is certainly not limited to youth. Recent

TRANSITION FROM SCHOOLING TO EMPLOYMENT

data indicate, for example, that: (1) almost 4 in 10 of currently employed adult workers expect to leave their current jobs sometime in the next three years,⁴⁸ and (2) plant closing and corporate downsizing have displaced about two million workers a year since the 1970s.⁴⁹ The need for community career development assistance centers serving both youth and adults is clear.

If an "apprenticeship" style "work-

contribute significantly to increased educational achievement...many students lack sufficient incentives to inspire their wholehearted engagement with learning...(page 8)

Of all the contributions that the business community makes, the most important one is to help students understand the world of work and its relationship to what is learned in school (page 9).

It is equally clear that it is fruitless to expect high school graduates to possess positive work habits helpful in finding employment if they have spent their K-12 years practicing negative work habits in their school work. Both pupils and their teachers are—or at least should be—legitimate "workers" in the workplace called the "classroom."

based-learning" approach to solving the "schooling to employment transition" for both youth and adults is to be endorsed, it is absolutely essential that it be accompanied by strong and vigorous efforts to make high quality career guidance assistance available to all persons. Without assurance that such efforts will be made, serious questions must be raised regarding the desirability of asking American citizens to give up part of their freedom to make career choices in exchange for assurance of job placement.

Improving Educational Productivity: An Approach to Educational Reform

The wisest path to follow is often hidden from those searching for it because it is too obvious. This may well be true for many of the approaches for reforming American K-12 education put forth by private sector persons during the decade of the 1980s. Two recent documents provide hope that things are improving. One of these publications was produced by USDOL's Commission on Workforce Quality and Labor Market Efficiency.⁵⁰ It says:

...the greater efforts of students (from other industrialized nations) account for much of the shortfall in American students' achievement...there can be no doubt that increased effort by American students would

The second publication is an "Issue Statement" recently released by the Minneapolis Youth Trust.⁵¹ It says:

The work readiness skills, habits, and attitudes needed by the employer are the same as those which are needed by the family, school, and community. (page 1)

...The classroom is the workplace for students, where they should learn the work skills, habits, and attitudes directly relevant to later success. (page 2)

It seems clear that improvement of educational productivity is prerequisite to nationwide improvement of business/industrial productivity. It is equally clear that it is fruitless to expect high school graduates to possess positive work habits helpful in finding employment if they have spent their K-12 years practicing negative work habits in their school work. Both pupils and their teachers are—or at least *should be*—legitimate "workers" in the workplace called the "classroom." If each is to be a maximally productive worker, the basic rules of increasing productivity in any workplace (including classroom) must be applied. These include:

1. Show the worker the importance of the work tasks to be performed (e.g., how the subject to be learned is used in occupations).

FUTURE CHOICES

2. Reward positive work efforts when they occur (e.g., provide recognition to pupils who do their best on an assignment).
3. Provide workers (teachers as well as pupils) power to determine their workstyle compatible with their willingness to accept accountability for their actions.
4. Introduce variety into the workplace (e.g., combine textbook and experiential learning).
5. Encourage teamwork among workers with shared responsibilities.
6. Encourage and reward the practice of productive work habits.

Application of these basic rules both to "pupils as workers" and to "teachers as workers," if supervised by professional educators who use private sector persons as productivity consultants, would almost surely result in substantial increase in educational productivity. Ample evidence supporting this claim was accumulated during the decade of the 1970s as part of the career education movement. A meta-analysis of that literature summarized those studies demonstrating the effects of a career education treatment on increasing academic achievement as follows:

...during the decade...93 outcome studies assessing the impact of career education on gains in basic academic skills were identified...of these, a total of 31 produced statistically significant differences...favoring pupils who had been exposed to a career education treatment...It is concluded that career education *can*...serve to improve pupil acquisition of basic academic skills at the elementary school level (page 234).⁵²

In this same paper, statistically significant findings demonstrating the ability of career education to increase other aspects of educational productivity and career development can be summarized as follows: (1) Increased use of productive work habits—10 of 55 studies; (2) Developed positive work values—44 of 108 studies; (3) Increased pupil understanding and appreciation of private

enterprise system—14 of 16 studies; (4) Developed skills in self-understanding of career interests and aptitudes—72 of 200 studies; (5) Developed skills in understanding educational and occupational opportunities—156 of 311 studies; (6) Developed skills in career decision-making—68 of 134 studies; and (7) Developed job seeking/finding/getting/holding skills—12 of 24 studies.

Certainly, such findings make it clear that there is no need for youth to leave the classroom and enter into an employer's job setting in order to be exposed to and to acquire productive work habits, positive attitudes toward work as part of total lifestyle, and/or increased understanding and appreciation of the private enterprise system. Clearly, these skills and attitude *can*, given proper involvement of private sector resource persons, be provided within the K-12 school system.

It has often been observed that there are far too many persons—both youth and adults—looking for "jobs" and far too few looking for "work." American education *can*, using the right kinds of positive partnerships between educators and private sector persons, help each youth discover "work"—paid and/or unpaid—as an important and meaningful part of total lifestyle. If youth are to leave the K-12 school system with a sincere desire to find work in the jobs they secure, it will be essential that they have found work in their "job" as "pupils." If we wait until the K-12 schooling period is finished before attempting to help youth first discover "work," it will be a matter of too little too late. That is why it is preferable to entitle this paper "Transition From Schooling to Employment" rather than "Transition From School to Work." So long as persons continue to think in a "transition from school to work" mentality, they miss the essential point of the importance of viewing the classroom as a workplace—and both pupils and teachers as workers.

This effort must begin much before the apprenticeship period. As matter of fact, it is essential to recognize that it must begin in the early elementary school years when pupils are

TRANSITION FROM SCHOOLING TO EMPLOYMENT

acquiring both work habits and work values as they attempt to master basic academic skills. Such efforts are now in place in hundreds of K-12 school districts scattered throughout the nation. Most represent endeavors in which the school system and the broader community—including the business community—share authority, responsibility, and accountability in a truly collaborative relationship. They are, almost without exception, regarded as educational reform efforts in the communities where they operate. They have been given such names as “employability education,” “work-readiness education,” “education/work initiative,” and “career education.” It matters little which name is used. It only matters that the effort exists at a level that can produce positive results. If this is to happen nationwide, it must once again become an important national youth policy.

Concluding Remarks

There seems to be no doubt that “transition from schooling to employment” problems are currently being solved less well by U.S. policy-makers than by their counterparts in other industrialized nations. Based on the available evidence, it is easy to see why the “apprenticeship concept” as seen in various forms of work-based learning has great appeal as a possible solution to

this problem.

If conceptualized as a supplementary program to be added to existing experiential learning aspects of vocation education, the chances of improving the effectiveness of the total vocational education program through insertion of an “Apprenticeship—American Style” component appear to be good. Such a proposal should be deserving of positive consideration. If, on the other hand, an “apprenticeship” approach operated by USDOL is conceptualized as a substitute for vocational education programs operated by K-12 school systems, serious objections would surely be raised.

An “Apprenticeship—American Style” approach must, if the American value of freedom of choice for all citizens is to be retained, be accompanied by strong programs of career development—including career awareness, career exploration, career planning, career decision-making, and career placement. If the total effort is to operate in the most efficient and effective manner possible, it must also be tied very closely to programs designed to improve educational productivity through the educational reform movement in American K-12 education. The challenges are as clear as they are important. Let us hope they will be accepted by those who make and implement youth policies in America.

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