

REPORT OF THE
JOINT SUBCOMMITTEE STUDYING
VOCATIONAL-TECHNICAL AND CAREER EDUCATION
TO
THE GOVERNOR
AND
THE GENERAL ASSEMBLY OF VIRGINIA



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**Report of the
Joint Subcommittee Studying Vocational-
Technical and Career Education**

To: Honorable John N. Dalton, Governor of Virginia
and
The General Assembly of Virginia

Introduction

House Joint Resolutin No. 97 (appended) established the Joint Subcommittee Studying Vocational-Technical and Career Education to study and make recommendations for the improvement of vocational-technical and career education in Virginia. The joint subcommittee limited its study to twelve issues identified during its initial meetings. Three of these issues dealt with career education and nine with vocational-technical education. In an effort to solicit public opinion on each of the twelve issues, a series of four public hearings was held in Fairfax, Norfolk, Richmond and Roanoke. Approximately 1,000 persons attended the four public hearings and more that 135 interested citizens testified. At each of the hearings, people were asked to direct their comments to one or more of the twelve issues. The testimony at the public hearings strongly supported increased emphasis upon vocational-technical and career education.

Recommendations and Discussion

Several alternative recommendations were considered for each of the twelve issues studied by the subcommittee. The subcommittee did not receive the necessary data from the State Department of Education to arrive at recommendations for vocational education issues 3, 4, 5, 7 and 9. The department is therefore requested to gather and analyze the appropriate data for these five issues, prepare a study report and submit it to the subcommittee or the House Committee on Education, if this subcommittee is not continued, by October 15, 1981. Therefore, a resolution will be introduced in the upcoming session to extend this subcommittee for the sole purpose of receiving this report and developing appropriate recommendations for issues 3, 4, 5, 7, and 9. Following is a list of the issues and the resulting recommendations:

Career Education

Issue 1. Should the Subcommittee, together with the State Council of Higher Education and the State Board of Education define career education?

Subcommittee Recommendation:

The Subcommittee recommends that the Commonwealth adopt the following definition of career education:

Career education is the totality of experiences through which individuals learn about work as part of their way of life, and through which they relate work values to other life roles and choices. It is a process which provides people with knowledge about themselves (aptitudes, interests, values, et cetera) and about the world of work to assist them to make well-informed career decisions. The implementation of career education requires a collaborative effort among teachers, counselors, administrators, community and student organizations, parents, government/business/labor, teacher training personnel and other supportive individuals and groups. It is integrated into the total education program. It is differentiated from vocational education, which trains persons to perform tasks associated with particular occupations. It is also differentiated from general education, which provides persons with the broad basic skills necessary to function in the total life of society (reading, writing, mathematics, citizenship, et cetera). Through the process of career education, individuals should acquire:

- (1) career decision-making skills
- (2) an understanding of their vocational aptitudes, interest and work values
- (3) an understanding of presently available and future occupational alternatives
- (4) acceptable work habits
- (5) job seeking skills
- (6) job holding skills
- (7) an understanding of leisure options

Discussion

There was overwhelming testimony at the public hearings which supported the importance of having a single definition for career education in Virginia. It was strongly believed that the definition should clearly differentiate between the terms "career education" and "vocational education". The definition recommended by the Subcommittee differentiates among the terms of career education, vocational education, and general education; stresses the importance of a collaborative effort for program implementation; and includes a list of student outcomes which should be acquired as a result of participation in career education programs.

Issue 2. What is the appropriate statutory or regulatory vehicle to implement career education into the curriculum of public schools and post secondary institutions?

Subcommittee Recommendation

The subcommittee recommends that:

The State Board of Education initiate study on the following two options to determine which is most appropriate to provide a greater emphasis on career education in the 1982-84 Standards of Quality: (1) include career education as a separate standard or (2) include career education in the present Standard #3 as well as in the preamble of the Standards of Quality . It is requested that the State Board of Education report back to the subcommittee with its recommendations.

Discussion

The clear majority of those testifying on this issue proposed that the Standards of Quality are the most appropriate vehicle to implement career education. Presently, the term "career education" is not used in the Standards , and the current standard of career education does not refer to the importance of career development at the elementary level. It was the general feeling of the subcommittee, supported by testimony, that career education experiences should be provided at all levels of education, and should involve all students and all subject areas. After considering several alternative recommendations, the subcommittee chose the two cited above and decided to submit them to the State Board of Education for its review and response.

Issue 3. What should be done to ensure that teachers and administrators acquire necessary competencies in career education through both pre-service and in-service education?

Subcommittee Recommendation

The subcommittee recommends that:

Career education knowledge and skill competencies be included in teacher, counselor and administrator preservice and inservice training programs.

Discussion

It was clear from the testimony and deliberations of the subcommittee that most educational personnel are not well prepared to plan, implement, and evaluate comprehensive career education programs. This has resulted from the fact that teacher preparation programs have not traditionally prepared teachers to participate in career education programs. Teacher certification standards in Virginia also do not require preparation in career education. In-service education was seen as an important aspect of preparation, as well as pre-service training in career education.

Vocational Education

Issue 1. What type of State governance structure would best enhance the effectiveness of vocational and technical education?

Subcommittee Recommendation

The subcommittee recommends that:

The various state-level boards dealing with vocational education jointly develop articulation strategies for overall policy development among the various levels of education which will enhance and improve vocational education programs in the Commonwealth.

Discussion

Although there was not a great deal of testimony specifically dealing with this issue, there was some concern expressed that there are too many state boards dealing with vocational education to have a well coordinated and efficient delivery system. Several alternative recommendations were considered by the subcommittee, ranging from the creation of a separate policy board for vocational education to restructuring the existing State Board of Vocational Education. The subcommittee's final recommendation stresses the development of articulation strategies among the existing boards to facilitate overall policy development for vocational education.

Issue 2. Would it be beneficial to transfer responsibility for proprietary schools from the State Department of Education to the Department of Commerce?

Subcommittee Recommendation

The subcommittee recommends that:

The regulatory responsibility not be transferred to the Department of Commerce. The problem of regulation and licensing will be studied by a member of the subcommittee.

Discussion

The overwhelming majority of testimony dealing with this issue opposed the transfer of regulatory responsibility for proprietary schools to the Department of Commerce. It was noted that no state in the nation places the regulation of private career schools in a department of commerce. A variety of alternative recommendations were considered by the subcommittee, including the creation of a separate regulatory agency/commission which would be directly responsible to the Secretary of Education, and the transfer of regulatory responsibility for proprietary schools to the State Council of Higher Education. It was concluded that a study should be made of this issue.

Issue 3. Should the vocational and technical education aspects of the Standards of Quality be expanded?

Subcommittee Recommendation

The subcommittee did not receive the necessary data from the Department of Education to arrive at a recommendation for this issue. The department is therefore requested to gather and analyze the appropriate data for this issue, prepare a study report, and submit it to the

Subcommittee by October 15, 1981.

Discussion

There was a general consensus among those who testified at the public hearings that the *Standards of Quality* relating to vocational and technical education should be expanded. There was a pervasive concern that vocational education not be viewed as an alternative form of education and that it not be targeted for a particular type of student, such as the dropout, underachiever, or handicapped. The Subcommittee considered several alternative recommendations for this issue, including one which would require all students to acquire vocational skills prior to leaving school. The requirement of one or more vocational education credits for high school graduation was also discussed.

Issue 4. Is vocational and technical education available to all students who wish to participate in such programs at various ages and educational levels (junior high, high school, post secondary and adult)?

Subcommittee Recommendation

The subcommittee did not receive the necessary data from the Department of Education to arrive at a recommendation for this issue. The department is therefore requested to gather and analyze the appropriate data for this issue, prepare a study report, and submit it to the subcommittee by October 15, 1981.

Discussion

Issues 4 and 5 drew the greatest amount of testimony at the public hearings. The clear majority of those testifying stated that vocational and technical education is not available to all students who wish to participate. It was indicated that vocational education is not sufficiently available to handicapped and gifted students; to college bound students; to the hard core disadvantaged and dropouts; to adults and to prison inmates and exoffenders. There was support for more vocational programs (both skill training and exploratory) at the junior high level so dropout prone students can be reached before leaving high school. In addition, several expressed concern about students who graduate from high school with no vocational skills to obtain employment.

There was also a considerable amount of citizen input about the "narrow range" of vocational program offerings. There was support expressed at several public hearings to initiate vocational education programs for the arts at secondary schools, community colleges and four-year institutions. This included programs for musicians and other performing artists as well as such support personnel as carpenters, electricians, light and sound technicians, and arts administrators. Persons supporting vocational education for the arts believed that most people do not understand that preparation for many careers in the arts can be accomplished through high school vocational education programs. At present, arts and music instruction generally are not designated as vocational education.

More attention was suggested for adult and continuing vocational education, with the hope that community colleges will continue to give primary emphasis to vocational preparation programs as opposed to college preparatory programs. There was also concern expressed about the need for better articulation and coordination among those institutions providing vocational programs for adults. In addition, testimony was presented regarding the negative influence of early dismissal policies and increasing numbers of required courses as a reaction to the "basics" movement. It was felt that both tend to reduce the number of students who choose vocational education as an elective.

Even though there was strong public support indicating the need to increase the number and variety of vocational and technical education programs, recommendation on this issue was delayed until the data on vocational and technical education requested by the subcommittee was provided by the State Department of Education.

Issue 5. Are sufficient resources available to vocational and technical education to ensure an adequate number of high quality programs (equipment, facilities, instructional materials, et cetera)?

Subcommittee Recommendation

The subcommittee did not receive the necessary data from the Department of Education to arrive at a recommendation for this issue. The department is therefore requested to gather and analyze the appropriate data for this issue, prepare a study report, and submit it to the subcommittee by October 15, 1981.

Discussion

The testimony clearly revealed that issues 4 and 5 are closely related. Whether high quality vocational and technical programs are available to all students who wish to participate depends largely upon whether sufficient resources are available at the federal, state and local levels. There was overwhelming testimony that sufficient state funds are not available to ensure an adequate number of high quality vocational programs. Of special concern was the recent cut in categorical funding for vocational education as a result of increasing basic aid. It was the opinion of most testifying that the prospect of expanding or upgrading facilities and equipment is dim unless funds for vocational and technical education are increased for the second half of the 1980-82 biennium and beyond.

Although there was strong public support to increase resources for vocational and technical education, recommendation on this issue was delayed until the data on vocational and technical education requested by the subcommittee are provided by the Department of Education.

Issue 6. What can be done by the Department of Education and the State Council of Higher Education to ensure an adequate number of vocational and technical teachers in areas of short supply (e.g. vocational agriculture, industrial arts, et cetera)?

Subcommittee Recommendation

The subcommittee recommends that:

(1) Teacher salaries be increased to a point where they are competitive with comparable positions in business/industry and other professions requiring similar training and experience.

(2) A statewide recruitment program be initiated to increase the pool of teachers by informing students in high schools, community colleges, four year colleges and universities, and others about teaching opportunities in vocational education.

Discussion

Two central issues in relation to vocational teacher supply were evident. First is the problem of attracting prospective vocational teachers into training programs. Second is the problem of keeping vocational teachers in education once trained. A number of persons testifying recommended that State funds be provided to raise teacher salaries in general, with differential increases for those in vocational teaching areas of high demand but short supply. Most of the testimony at the public hearings reflected the opinion that if teacher salaries would be competitive with those of business and industry, problems of teacher recruitment and retention would be largely alleviated. It was also felt that a close working relationship with personnel from the business/industrial community would help supplement instructional programs in the schools.

Issue 7. What is the best delivery system for vocational and technical education at the high school level (comprehensive high schools, separate vocational schools, industry or some combination thereof)?

Subcommittee Recommendation

The subcommittee did not receive the necessary data from the Department of Education to arrive at a recommendation for this issue. The department is therefore requested to gather and analyze the appropriate data for this issue, prepare a study report, and submit it to the subcommittee by October 15, 1981.

Discussion

The clear majority of the public testimony on this issue indicated that the best type of delivery system depends upon the characteristics of the particular locality. The comprehensive high school was favored for areas with a large enough student enrollment to support a broad range of vocational programs. The regional vocational school model appeared to receive the most support for sparsely populated areas where the student population is not sufficient to support a broad range of vocational offerings. Regardless of the model, or combination of models, adopted, the subcommittee strongly supported a close working relationship between the business/industrial community and vocational education programs. This close working relationship should involve utilization of business/industry through cooperative work experience programs, sharing of expensive equipment, assistance in instruction and development of vocational advisory councils.

Issue 8. What can be done to assist counselors to acquire additional knowledge and skills in career counseling?

Subcommittee Recommendation

The subcommittee recommends that:

The current certification/recertification requirements for all school counselors be revised to include work experience outside education and additional coursework in career development, vocational education and career education.

Discussion

The public testimony strongly supported the need for effective vocational guidance and counseling programs. However, it was generally felt that school counselors need to know more about career information, employment trends, vocational aptitude testing, and the business/industrial community as well as vocational and career education. There was support for additional state funding for the employment of more elementary and secondary school counselors in order to reduce the student/counselor ratio. The expansion of elementary school guidance programs was seen by some as a method to facilitate the development of career education programs at that level. The subcommittee concluded that the key to upgrading vocational guidance programs is the certification/recertification standards for school counselors, thus assuring that counselors have better preparation to plan, implement and evaluate comprehensive career guidance programs.

Issue 9. What modifications should be made in high school vocational education programs for handicapped students who want to acquire entry level job skills for use upon graduation?

Subcommittee Recommendation

The subcommittee did not receive the necessary data from the Department of Education to arrive at a recommendation for this issue. The department is therefore requested to gather and analyze the appropriate data for this issue, prepare a study report, and submit it to the subcommittee by October 15, 1981.

Discussion

It was the opinion of both the subcommittee and those testifying at the public hearings that high quality vocational programs for handicapped people are essential. However, there was a considerable amount of public testimony indicating that some vocational programs are not accessible to handicapped persons; that additional monies are needed to modify equipment; that vocational teachers need more pre-service and in-service training to work more effectively with handicapped students; and that better vocational assessment programs are necessary prior to the placement of handicapped persons into vocational courses. The subcommittee was especially concerned about the quality and scope of vocational evaluation services for handicapped students. There was also support to increase the quality of career education and career counseling programs for handicapped students.

Even though there was strong public support to expand and improve vocational education programs for handicapped persons, recommendation on this issue was delayed until the data on vocational and technical education requested by the subcommittee are provided by the Department of Education.

Summary

Much has been learned about the status of vocational- technical and career education in the Commonwealth. The teachers and other participants in the field are performing a valuable service for the state's citizens. The quality and results of many programs are excellent. There is a crucial need for aid in bringing the entire program to the level at which the Commonwealth and its people will best be served. The subcommittee believes that it has identified the primary problems and that, with some supporting data, will be in a position to recommend the steps necessary for achieving this goal.

The legislative measures implementing the recommendations of this report are attached in the appendix. We urge their approval by the General Assembly.

Respectfully submitted,

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APPENDIX

HOUSE JOINT RESOLUTION NO. 97

Creating the joint subcommittee on Vocational-Technical and Career Education

Agreed to by the House of Delegates, March 3, 1980

Agreed to by the Senate, March 7, 1980

WHEREAS, vocational-technical education in secondary and postsecondary institutions continues to expand; and

WHEREAS, the labor force is rapidly changing and there are increasing changes and modifications in technology; and

WHEREAS, the standards of quality for public schools require the provision of career counseling and programs to prepare students for further education and for employment; and

WHEREAS, the federal Vocational Education Act and Comprehensive Employment and Training Act also affect vocational-technical and career education; now, therefore, be it

RESOLVED by the House of Delegates, the Senate concurring, That there is hereby created a joint subcommittee on vocational-technical and career education. The joint subcommittee shall be composed of fourteen members: three from the House Committee on Education to be appointed by the Chairman of the Committee, two from other committees of the House of Delegates to be appointed by the Speaker of the House; three from the Senate Committee on Education and Health to be appointed by the Chairman of the Committee, the Executive Director of the State Advisory Council on Vocational Education, the Superintendent of Public Instruction or his designee, the Chancellor of the Virginia Community College System or his designee, the Director of the State Council of Higher Education or his designee and two citizen members, one to be appointed by the Speaker of the House of Delegates, and one to be appointed by the Chairman of the Senate Committee on Privileges and Elections.

The joint subcommittee shall determine (i) the current enrollment and expenditures for vocational-technical and career education programs at the elementary, secondary, postsecondary and adult education levels; (ii) the status of regular programs and programs for the disadvantaged and handicapped in vocational-technical and career education; (iii) the adequacy of existing facilities to meet the need for vocational-technical and career education; (iv) the career awareness, orientation and exploration programs that are being offered to elementary and early secondary school students; (v) the relevance of existing vocational-technical programs to business and industry; (vi) programs that should be offered to meet current and future needs of the labor market, and the facilities, instructors and funding and sources thereof necessary to provide these programs; and (vii) the roles of the State Board of Vocational Education, the Board of Education, the Community College System, the State Council of Higher Education, the Rehabilitative School Authority, the Department of Rehabilitative Services and the Governor's Employment and Training Council in providing vocational-technical and career education and means of increasing the effectiveness of the governance of vocational-technical and career education. The joint subcommittee shall report its findings and recommendations to the Governor and General Asseby no later than December one, nineteen hundred eighty.

The members of the joint subcommittee, except the Executive Director of the State Advisory Council on Vocational Education, the Superintendent of Public Instruction, the Chancellor of the Virginia Community College System, the Director of the State Council of Higher Education and their designees, shall be entitled to compensation as provided in § 14.1-18 of the Code of Virginia for each day or part thereof spent in the performance of duties as members. All members shall be reimbursed for necessary expenses incurred in the performance of subcommittee duties.

The Department of Education, the Community College System, the State Council of Higher Education, the Virginia Occupational Information Coordinating Committee and other State agencies are requested to provide the joint subcommittee with such information, consultative services and other assistance as the joint subcommittee may request.

HOUSE JOINT RESOLUTION NO. ★★★

Continuing the study of vocational-technical and career education and requesting the Department of Education to supply the subcommittee necessary data and analyses.

WHEREAS, the 1980 General Assembly directed a study of vocational-technical and career education programs in the Commonwealth; and

WHEREAS, the subcommittee conducting that study found a great deal of citizen and professional interest in those types of programs; and

WHEREAS, public testimony indicated there is a need and demand for vocational-technical and career education that is not being met; and

WHEREAS, the subcommittee submitted a report with its recommendations, but was unable to complete its study because of the lack of sufficient data; now, therefore, be it

RESOLVED by the House of Delegates, the Senate concurring, That the Department of Education is requested to gather and analyze the data relevant to the following questions:

1. Should the vocational and technical education aspects of the *Standards of Quality* be expanded?
2. Is vocational and technical education available to all students who wish to participate in such programs at various ages and educational levels (junior high, high school, post-secondary and adult)?
3. Are sufficient resources available to vocational and technical education to ensure an adequate number of high quality programs (equipment, facilities, instructional materials, et cetera)?
4. What is the best delivery system for vocational and technical education at the high school level (comprehensive high schools, separate vocational schools, industry, or some combination thereof)?
5. What modifications should be made in high school vocational education programs for handicapped students who want to acquire entry level job skills for use upon graduation?

The Department of Education should consult the Joint Subcommittee Studying Vocational-Technical and Career Education as to the specific data required and submit its analyses to the subcommittee by October 15, 1981; and, be it

RESOLVED FURTHER, That the joint subcommittee created pursuant to House Joint Resolution No. 97 of 1980 to study vocational-technical and career education remain in existence for the purpose of receiving and studying the data and analyses requested of the Department of Education. After receiving the information, the subcommittee shall make any recommendations to the 1982 General Assembly as it deems advisable regarding those issues on which it was unable to complete its consideration.

The expenses for the work of the subcommittee shall not exceed \$3,000.

HOUSE JOINT RESOLUTION NO. ★★★

Defining the term "career education" and requesting the Department of Education to adopt the same definition.

WHEREAS, the concept of career education is often confused, or equated, with vocational education, although the two concepts are significantly different; and

WHEREAS, it is extremely important that career education be made a part of the public school curriculum so as to afford the children of Virginia with the maximum awareness of the world of work; now, therefore, be it

RESOLVED by the House of Delegates, the Senate concurring, That the General Assembly adopts and endorses the following definition of career education:

Career education is the totality of experiences through which individuals learn about work as a part of their way of life, and through which they relate work values to other life roles and choices. It is a process which provides people with knowledge about themselves (aptitudes, interests, values, et cetera) and about the world of work to assist them to make well informed career decisions. The implementation of career education requires a collaborative effort among teachers, counselors, administrators, community and student organizations, parents, government/business/labor, teacher training personnel, and other supportive individuals and groups. It is integrated into the total educational program. It is differentiated from vocational education, which trains persons to perform tasks associated with particular occupations. It is also differentiated from general education, which provides persons with the broad basic skills necessary to function in the total life of society (reading, writing, mathematics, citizenship, et cetera). Through the process of career education, individuals should acquire:

- (1) career decision-making skills**
- (2) an understanding of their vocational aptitudes, interests, and work values**
- (3) an understanding of presently available and future occupational alternatives**
- (4) acceptable work habits**
- (5) job seeking skills**
- (6) job holding skills**
- (7) an understanding of leisure options; and, be it**

RESOLVED FURTHER, That the Board of Education is requested to adopt this definition of career education and incorporate it in all of its policies and activities affecting career education.

