



HOUSE OF REPRESENTATIVES
COMMONWEALTH OF PENNSYLVANIA

December 19, 1974

MEMO

SUBJECT: Proposed Update - Our Socio-Economic Cultural Crisis

TO: Eugene M. Fulmer, Director of Research

FROM: Greg White and William Fite

PROPOSED UPDATE
OUR SOCIO-ECONOMIC CULTURAL CRISIS
(Organized according to the study's chapters)

1. Economic - Energy - Cultural Problems

An updated discussion on food and retail prices, increasing unemployment rates, and recession problems including University of Pennsylvania Wharton School projections on the future of the American economy is proposed.

The following articles will be used:

- a. Phila. Inq., Bob Lancaster - - "View of Future: The Short Term is Pretty Grim." 12/11/74
- b. Phila. Inq., "Food Outlook: Price to Rise 15% by June." 12/11/74
- c. Lanc. Intel., "Jobless Rate Now 6.5 Pct. in State." 12/10/74
- d. Phila. Inq., Jane Shoemaker - - "Rally Forecast by Wharton." No date given.

2. National Studies

An updated discussion on suburban and urban students' inabilities to master basic math and verbal skills. Throughout the nation in general and New Jersey in particular is proposed. This section will also include a discussion on publisher attempts to simplify language in college textbooks.

The following articles will be used:

- a. Phila. Inq., Ray Holton - - "New Jersey Students Lag in Basics." 11/22/74
- b. New York Times, "College Textbooks are Being Simplified to Meet the Needs of The Poor Reader." 11/7/74

3. College Aptitude Studies

A more detailed discussion on explanations for decreasing SAT scores is proposed.

The following article will be used:

Harrisburg Patriot, "Educators Perplexed by Downward Trend of SAT Examination Results." 9/4/74

4. Urban Center Studies

Based upon more recent data, further discussion on Philadelphia student test scores is proposed.

The following articles will be used:

- a. Penna. School Board Association, "Test Scores Continue To Improve in Philadelphia Schools." 9/27/74
- b. Phila. Inq., "Central, Girls Highs Top Phila. Schools in Exams." 12/18/74

5. The Dropout

More statistics on dropout rates are proposed.

The following article will be used:

The Urban Leaguer, "City Problems Reaching 'Crisis Proportions'." 11/74

6. Career Education

The following discussions are proposed: an update on the various career education programs (mentioned previously in the paper); other states' initiatives in requiring comprehensive statewide planning for career education; a field testing curriculum aid for career education in Penna.; as well as expanded testimony on hearings before the State Board of Education and the House of Representatives.

The following articles and documents will be used:

- a. Compact, Education Commission of the States - - "Making Career Education Work," p. 23 Nov. - Dec., 1974.
- b. Pennsylvania Career Development Guide, Grades K - 12, Bureau of Instructional Support Services and Bureau of Vocational and Technical Education, Penna. Dept. of Education, 1974.
- c. Testimony of witnesses before the State Board of Education and the House of Representatives.

7. Vocational Education

A discussion on how vocational graduates are faring in relation to the current job market situation is proposed.

The following articles will be used:

- a. Phila. Bulletin, "Vocational High Schools Help With Jobs, College." 8/18/74
- b. Harrisburg Patriot, "Vocational School Graduates Fare Poorly, Study Shows." 11/22/74
- c. The Effectiveness of Public and Proprietary Occupational Training, Welford W. Wilms, National Institute of Education, HEW.

8. Year Round Schools

Under the current structure of the original report, year round schools are discussed mostly in their relationship to career education. If you so desire, a more detailed discussion of year-round schools can be developed.

NOTE: The Career Continuum Chart indicates that a special program exists for dropouts. These programs were not discussed in the report. If necessary, a brief discussion can be added in relation to these special programs.

Revisions to the original study may be made either through change in text or by addition of an addendum.

THE SOCIO-ECONOMIC-CULTURAL CRISIS

IN

PENNSYLVANIA

A Review and An Approach

prepared for

THE HONORABLE KENNETH B. LEE

Speaker of the House of Representatives

COMMONWEALTH OF PENNSYLVANIA

By

The Majority Caucus Research Staff

Honorable Eugene M. Fulmer, Director

Gregory A. White

William H. Fite

Mark E. Phenicie

September 1974

OUR SOCIO - ECONOMIC - CULTURAL CRISIS

A PROLOGUE

These are changing times. These are times of fear and doubt. These are times with complex problems and uncertain answers.

This report deals with some of the socio-economic-cultural problems confronting us and an approach to assisting in the preparation for meeting the ever-changing problems.

This study was not intended to be all encompassing. Neither was it intended to find a panacea. The purpose was to focus attention on where we are in terms of assisting our youth in their quest for preparing to assume their role in society; and to possibly suggest some viable alternatives.

Some of the findings are interesting; others are frightening. And expectedly the findings and suggestions will be responded to differently by different people.

Some of the findings are:

In Pennsylvania, expenditures for youth programs (juveniles and day care facilities) are from 3 to 30 times greater than per pupil expenditures in elementary and secondary education.

Gang population estimates in Philadelphia range from 5,000 to 8,000 youths. In the past five years, nearly 200 gang homicides have occurred in Philadelphia.

The mean age of juveniles at the Cornwells Heights Youth Development Center is 15.5 years. This is equivalent to the sophomore level of high school. The average juvenile is functioning on the third grade level. Seventy-five percent of the juveniles function under the fourth grade level.

A 1970 Harris Poll revealed that 18.5 million Americans are unable to read well enough to fill out and understand elementary forms (i.e., Social Security applications). In major cities, approximately half of the unemployed youths 16-21 are functionally illiterate.

Pennsylvania Department of Education tests found student verbal scores to be 47.7% to 64.9% below expected grade level. Arithmetic computation test results found 74.2% of the students scoring below expected grade level.

Reading test scores in the Philadelphia School District indicate that students are scoring in a percentile rank approximately 30 points below the national norm of 50.

Pennsylvania Department of Education studies indicate that 51% of seventh grade teachers and 63% of ninth grade teachers said "students aren't really interested in learning." At the same time nearly 50% of the teachers in these same grade levels are not interested in teaching.

It has generally been assumed that today's students are more "aware" than ever before. In the last ten years, however, the American College Testing Program and the Scholastic Aptitude Test results have not increased but decreased.

The vocational research division of the Department of Education estimates that 84% of all job openings in Pennsylvania during the 1970's will not require a college degree. Other estimates are as high as 90%.

In spite of the above, the educational system in Pennsylvania and the nation is oriented towards college bound students . . . the majority of students are without adequate vocational knowledge, guidance, and skills.

Only 28% of Pennsylvania's 10th - 12th grade students are currently receiving vocational training when at least 80 - 85% need it.

The 1973 Gallup education survey revealed that of the parents and educators interviewed, 90% agreed that the public schools should "give more emphasis to a study of trades, professions, and business to help students decide on their careers."

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THE FUNDING OF SOME YOUTH
DEVELOPMENT PROGRAMS
IN PENNSYLVANIA

Determining the costs for various youth programs with any certainty is most difficult because it appears that there is a lack of budgetary coordination between departments and/or bureaus and agencies. Whether this is by design or due to lack of administrative abilities is not the subject of this paper. However, the inaccessibility of pertinent information does suggest the need for taking a hard look at the administrative structure of the various departments.

No one in the Department of Education was able or at least willing to go on record by stating a specific figure for the average per pupil cost in elementary and secondary education - together or separately. This difficulty was further compounded when an attempt was made to get a breakdown of the component parts of the educational program, whether it was instructional costs, operational costs, or costs for special programs. In spite of this, however, we believe the following data which was obtained through various sources is sufficiently accurate to give credibility to this report.

Elementary and Secondary Education

In fiscal year 1972-73, average per pupil cost (ADM) ranged from \$1,158 to \$1,272 depending upon the type of expenditures.

In the 1972-73 school year, 2,361,285 students were enrolled in Pennsylvania's public elementary and secondary schools. In fiscal year 1972-73, \$2,028,302,734 was spent through school districts for elementary and secondary education.

Vocational Education

In fiscal year 1972-73, average per pupil cost (ADM) for general secondary vocational education was \$1,772. This figure excludes post secondary continuing education programs.

Compensatory Education

The following is a memorandum received from the Bureau of Special and Compensatory Education, Pennsylvania Department of Education:

1. ESEA Title I:

Title I of the Elementary and Secondary Education Act, passed in 1965 to improve the educational opportunities of educationally deprived

children residing in areas with concentrations of low-income families, is the largest Federal aid to education program. With an annual appropriation in excess of \$1.5 billion, it has drawn the attention of hundreds of concerned citizens -- educators, parents, and other community members.

State ESEA Title I allocations are determined by the number of children residing in the respective school districts according to the following categories:

- A. Children ages 5-17 who come from homes where the annual family income is under \$2,000.
- B. AFDC children whose families receive DPA aid.
- C. Children who are court committed to institutions serving neglected or delinquent children.
- D. Foster home children.

In order to qualify for receiving this year's nearly \$70 million for over 370,000 Title I eligible children, school districts must submit an application describing the educational program, its objectives, and methods of implementation. To accomplish this, it is essential that the district conduct a needs assessment to investigate the educational needs of its disadvantaged children. Representatives of public and private schools, parents, and various community agencies are involved in this process.

II. Definition of Disadvantaged Children:

Disadvantaged children shall be defined as those children who have need for special educational assistance in order that their level of educational attainment may be raised to that appropriate for children of their age. The term includes children whose need for compensatory educational programs result from poverty, neglect, delinquency, or cultural or linguistic isolation from the community at large and are from those schools identified as having low performance scores on appropriate goals in Pennsylvania Quality Assessment Program.

III. Statistical Data Relating to ESEA Title I:

- A. State Allocation: FY 1972 - \$67,113,702.00
1973 - \$64,998,117.00
1974 - \$69,645,708.00

B. Number of Pupils Enrolled in Title I:

FY 1972 - 339,567

1973 - 328,204

1974 - 290,000

C. Allocation Per Pupil, ESEA Title I:

FY 1972 - \$198.00

1973 - \$224.00

1974 - \$240.00

IV. Definition of Compensatory Education:

The term "Compensatory Education" shall be defined as educational programs and supportive services for school district disadvantaged children who because of social, economic, racial, educational or cultural barriers, cannot compete equally for basic educational responsibilities.

V. State Funds Available for Education of the Disadvantaged:

\$1,000,000 per year -- matching funds not to exceed 10% of total program cost. Per pupil costs records not available. For additional information relating to these funds, please see attached School Administrators' Handbook.

For additional information pertaining to the above, please call:

Mr. John M. Hyams
Senior Program Officer
Division of Compensatory Programs
Bureau of Special and Compensatory
Education
(717) 787-7135 (end of memo)

Per pupil cost records are not available from the Department of Education.

However, the Governor's Budget Document FY 1974-75 indicated that 329,000 of an eligible 475,000 students were served under this category in fiscal year 1972-73.

Given the stated expenditures of \$251,693,000 (state and federal monies), average per pupil cost was \$763 over and above per pupil expenditures for elementary and secondary education.

Community Education - General Equivalent Diploma (G.E.D.)

Community education programs are designed to assist recent dropouts and others to obtain a high school diploma, a general equivalent diploma, or to obtain further education.

The Governor's Budget Document FY 1974-75 indicates that \$2,114,000 (state and federal monies) were spent on community education in fiscal year 1972-73.

Per pupil cost records are not available from the Department of Education.

Higher Education

FY 1972-73

<u>Type</u>	<u>Expenditures:</u> <u>Instruction and</u> <u>Departmental Research</u>	<u>Fall FTE*</u> <u>Enrollment</u>	<u>Average Per</u> <u>Pupil Cost</u> <u>FTE *</u>
State owned	\$ 82,678,597	76,214	\$ 1085
State related	164,820,884	123,781	1332
Community	27,579,491	50,675	544
Private	<u>65,379,021</u>	<u>37,735</u>	<u>1733</u>
Total	\$ 340,457,993	288,405	\$ 1180

*FTE - Full time equivalent. In this case the full time equivalent is determined by the combination of the number of students enrolling in the fall and paying full time tuition and the number of part-time students enrolling in the fall divided by three. This FTE does not include summer students.

The Governor's Budget Document FY 1974-75 indicated that 235,189 full time equivalent students were enrolled in state-related, state-aided, and community colleges during fiscal year 1972-73. Total expenditures were \$549,781,000. Average per pupil cost was \$1915.

Juveniles

In fiscal year 1972-73, the Commonwealth spent \$15,403,340 to rehabilitate youths in youth development centers and forestry camps. In fiscal year 1973-74 expenditures totaled \$17,302,691.

According to the Department of Public Welfare, expenditures for forestry camps and youth development centers were:

	<u>FY 1972-73</u>	<u>FY 1973-74</u>
Forestry Camp No. 1	\$ 431,863.34	\$ 547,847.97
Forestry Camp No. 2	501,213.02	518,703.16
Forestry Camp No. 3	471,271.02	480,514.34
Loysville Y.D.C.	2,028,360.15	2,193,644.83
Warrendale Y.D.C.	1,881,863.31	2,089,529.34
Waynesburg Y.D.C.	1,928,865.39	2,121,280.12
New Castle Y.D.C.	2,778,363.55	3,409,444.70
Cornwells Heights Y.D.C.	3,706,733.48	3,573,001.58
Philadelphia Y.D. Day Treatment Center	1,674,806.84	2,368,725.65
Total Expenditures	<u>\$ 15,403,340.10</u>	<u>\$ 17,302,691.69</u>

The Department of Welfare also provided cost per day figures for residents of the institutions for fiscal year 1973-74:

<u>Institution</u>	<u>Juvenile Cost Per Day</u>	<u>Juvenile Cost Per Year</u>
Forestry Camp No. 1	\$ 29.04	\$ 10,600
Forestry Camp No. 2	32.67	11,924
Forestry Camp No. 3	27.05	9,873
Loysville Y.D.C.	47.54	7,352
Warrendale Y.D.C.	45.36	16,556
Waynesburg Y.D.C.	43.17	15,757
New Castle Y.D.C.	45.10	16,461
Cornwells Heights Y.D.C.	90.59	33,065

Corrections

In fiscal year 1972-73, expenditures for academic and vocational training in state prisons totaled \$ 1,601,179.

The Bureau of Corrections alone spent \$550,000 on academic and vocational training in prisons.

In fiscal year 1972-73, the Department of Justice spent \$ 1,318,143 to assist the reintegration of juvenile delinquents into society. These expenditures include the support of probation officer salaries and the general upgrading of probation programs.

In 1973 the Pennsylvania Economy League issued a report which stated:

"The Philadelphia Police Department Juvenile Aid Division identified 4,700 members in 88 gangs, and estimated that the total membership in the range of 5000 - 8000."

Department of Public Welfare, Youth Conservation Services, Philadelphia, Pennsylvania, reported the following expenditures for juvenile control in Philadelphia:

Purchase of Service Program (federal - thru - state funded)

<u>Fiscal Year</u>	<u>Expenditures</u>
1972-73	\$1,558,880

L.E.A.A. Program (s)

<u>Fiscal Year</u>	<u>Expenditures</u>
1972-73	\$433,509

In addition, the City received \$112,500 per calendar year in funds from the state, through a Grant for Crime Prevention Programs for Juveniles.

In fiscal year 1972-73, the Governor's Justice Commission expenditures for Philadelphia gang control related projects were:

PH-136-73A	Phila. Dept. of Public Welfare	\$ 250,000
PH-140-73A	Safe Streets Inc.	225,078
PH-173-73A	Dept. of Public Welfare - Phila.	250,000
		<u>\$ 725,000</u>

Total FY 70, 71, 72, 73 and 74 \$ 2,896,252

(For further information see memorandum in Appendix)

Day Care

Day Care involves care of a child away from his home for a part of a 24 hour period. Costs for some day care programs in the Philadelphia area are:

<u>Program</u>	<u>Per Child Cost*</u>
Center for Child Guidance	\$ 8353 (Est.)
Young Great Society	4763
Afro-American Federation	4312
Get Set	4175

*Figures based upon average attendance.

OUR SOCIO-ECONOMIC-CULTURAL CRISIS

The critical nature of our socio-economic-cultural crisis cannot be overstated.

Economic problems abound . . . double digit inflation, a sluggish business sector, material and energy shortages, unemployment.

In his initial address to Congress on August 5, 1974, President Ford said: "Inflation is domestic enemy number one".

According to Carol Loomis, former Fortune research associate and now a member of the magazine's Board of Editors, in 1972 the Gross National Product (GNP) deflator, a measure of inflation in the entire U.S. economy, "rose slightly over 5% - the worst performance in a peace time year since 1948. The consumer price index ran up even more, by over 6%. Food prices were up some 15%". For August, 1974, the U.S. Labor Department reported that prices soared 3.9% . . . the second largest monthly increase since 1946.

In addition to galloping inflation, we have rising unemployment. We also have shortages in steel, wood, paper; food for humans, feed for animals and livestock; housing (materials, skilled and unskilled labor, financing); health care (doctors, nurses, technicians, clinics, hospitals, nursing homes). The list is endless.

The nation is also faced with energy shortages. According to the Senate Joint Committee on Atomic Energy report, Understanding the "National Energy Dilemma," published by the Center for Strategic and International Studies, Georgetown University, "the United States with about 6% of the world's population is now consuming 35% of the planet's total energy and mineral production." Moreover, the Georgetown report stated that "the efficiency of our National overall energy conversion for the year, 1970 and 1971 may well turn out to be the best for many decades. The United States used about 50.5% [of its energy] and lost about 49.5%." At the present rate of growth and the continued loss of energy, the energy demands in the United States will within the next eight years nearly double the demand of only four years ago.

In March, 1974, United States Secretary of the Interior, Rogers C. B. Morton, stated: "The question is no longer whether shortages will lead to personal hardships. It is whether the United States, and indeed the Free World, can survive current and projected energy shortages without severe social and economic loss." The answer is . . . we can; we will survive. And in doing so we need not suffer economically, socially, and culturally. In fact, by all of us putting forth our best untiring, unselfish effort, we, as individuals, a nation and a free world, will be better off for the effort.

In attacking the economic and energy crisis in Pennsylvania and in the United States, we are undertaking a national security project of unparalleled dimension. Through Project

Independence the Federal Government is seeking to establish national energy self-sufficiency by 1980. Failure to quickly and demonstratively follow through with such a program may have severe repercussions for Pennsylvania and the nation. In his commencement address to summer graduates at Ohio State University on August 30, 1974, President Ford stated: "Frankly, I am not satisfied with the progress we are making toward energy independence by 1980." To assure success in this effort, technological advancements, increased skills, and better educational programs are essential.

Compounding the current economic-energy crisis are socio-cultural problems . . . crime, illiteracy, poor reading abilities, academic apathy, poor work attitudes, and others.

In August, 1974, U. S. Attorney General William Saxbe said crime in the United States rose 6% last year. For the last five years, serious crime is up 30%. Already it is up 15% in the first three months of this year. A Harrisburg Patriot News editorial quoted Saxbe as saying: "the full crime report will show that we have lost our initiative and are back on the defensive." In this regard, the Harrisburg Patriot News said: "In the long years of following such matters, we never recall hearing an Attorney General talk in such crisis terms."

In an article in the Harrisburg Patriot News, columnist Sidney Harris pointed out that: "Three-quarters of all crime today is committed by youths; the rate has gone up much faster than adult crime"

According to another Harrisburg Patriot News editorial, Philadelphia has the second highest crime rate in the Commonwealth 3,457 crimes per 100,000 persons. From 1963 through 1972 total murders in Philadelphia increased over 230% from 125 to 413. Many of those murders were youth crimes instigated by juvenile gang activity.

According to the Philadelphia Anti-Poverty Commission, "juvenile crime in metropolitan areas is a growing and complex problem. In the City of Philadelphia gangs and gang-related violence have reached proportions not experienced by other major cities, with perhaps the exception of Chicago, Illinois." According to the Juvenile Aid Division of the Philadelphia Police Department, there are approximately 5,000 - 8,000 juveniles belonging to approximately 88 organized gangs (the city has about 8,500 uniformed law enforcers). In hearings on gang warfare held by the Pennsylvania House of Representatives on June 15, 1973, Michael Wellman [sic] of the Philadelphia District Attorney's Staff, indicated that "although in Philadelphia there are approximately 250 groups of youngsters, individuals who exist in an organized capacity, only 105 are considered by the Youth Conservation Service as to being active, or active/hostile. The other 145 fall into a dormant or sporadic activity category." Those juveniles represent 5% of the male population between the ages of 14 through 19.

From 1968 to 1973, nearly 200 gang homicides have occurred in Philadelphia. Juvenile gang killings alone represent 10% of the city's murders in a given year.

Philadelphia is not unique with its juvenile gang problem. The June 17, 1973, issue of the New York Times featured two lengthy and separate articles on similar gang violence in New York City and San Francisco.

Recently, an extensive three year study of city life and delinquency by sociologists at Temple University concluded that fear of danger and violence among youth results in most of the truancy from school and subsequent delinquency. The study, City Life and Delinquency-A Final Report, states that: ". . . there is fear of danger and violence in regard to school yards, school halls, and school rooms. Youth, to a high degree, report an atmosphere of fear in regard to school."

The United States is confronted with other critical cultural problems.

A 1970 Louis Harris Poll indicated 18.5 million Americans, 16 years or older, to be functionally illiterate . . . in the sense of being unable to fill out basic forms.

The U. S. census for 1969 showed 1.4 million Americans, age 14 and over, to be illiterate in terms of being unable to read and write in any language.

According to the Department of Health, Education, and Welfare publication, Literacy Among Youths 12-17, nearly one million youths ages 14-17, cannot read at the fourth grade level and are, therefore, classified as illiterate. In addition, the reading skills of more than 700,000 children who drop out of public schools annually are generally two years or more behind those of children who stay in school.

An article in the August 19, 1974, issue of U.S. News and World Report stated:

"In major cities, approximately half of the unemployed youths 16 to 21 are functionally illiterate."

"A 1962 study in Cook County, Illinois, revealed that 51 percent of those receiving public assistance read below the fifth-grade level."

"Some 60 percent of the country's prison inmates cannot read. Said Chief Justice Warren E. Burger:

'The percentage of inmates in all institutions who cannot read or write is staggering The figures on literacy alone are enough to make one wish that every sentence imposed could include a provision that would grant release when the prisoner had learned to read and write.'

The article further stated:

"Illiteracy, the experts say, is contributing to the swelling costs of crime and welfare and to manpower shortages afflicting almost every major business and industry."

Similar evidence also exists in Pennsylvania.

In the Philadelphia School District, reading tests showed a significant number of students scoring at the 16th percentile or functional illiteracy level. Pennsylvania Department of Education, Bureau of Educational Quality Assessment, tests revealed that 5th graders scored in a range of 47.7% to 64.9% below the expected grade level on word study skill tests. Moreover, arithmetic tests showed 37.6% of the students scoring below the expected grade level in "arithmetic concepts" and 74.2% below the expected grade level for arithmetic computation.

Student interest in school is declining. An Educational Quality Assessment study stated that 51% of the seventh grade teachers and 63% of the ninth grade teachers interviewed said that "students aren't really interested in learning."

Teacher interest is also lacking. Forty-five to 48% of the teachers interviewed in the same Pennsylvania Educational Quality Assessment study indicated they would rather be working outside the classroom. Moreover, far too many pupils are lacking vital instruction because teachers are absent from the classroom. Philadelphia's public school teachers, for example, were each absent an average of eleven days in 1973-74.

Negativism among youth is not confined to the schools. According to the Daniel Yankelovich polling organization, non-college youth are disenchanted. They are as anti-establishment as the college youth in the late 1960's. Four years ago, seventy-nine percent of non-college youth believed that hard work pays off. Only 56% believe that now. Sixty percent of non-college youth believed that patriotism was a very important value. Only 40% believe that today.

The survey also indicated that youths' job attitudes are disconcerting. Only 30% feel that their jobs have a good future; 38% say that their job gave them a chance to use their minds; 33% feel they are able to develop their skills and abilities on the job. (These non-college attitudes assume added dimensions when one recognizes the fact that only 32% of the state's high school graduates enroll in a four-year college or university.)

Daniel Yankelovich indicated that for the future, non-college youth discontent means greater labor unrest and reduced work motivation. In addition, if American institutions remain rigid and unresponsive, Yankelovich predicted "a period of instability and demagoguery."

In the United States, education has traditionally responded to the country's needs. Education has been the key for developing the scientific and technological know-how and for stimulating the socio-economic-cultural advancements essential to our growth and security.

During World Wars I and II, the schools and colleges contributed much through programs designed to meet military production and human needs. During the Cold War, education stressed the need for political awareness and military preparedness through various programs and offerings. It was the educational system which emphasized the needed skills for making increased production possible through our industries and businesses.

In 1957, with the launching of the Sputnik Satellite by the Soviet Union, our public education received widespread criticism. In an effort to bolster the public attitude and to weld the nation into a oneness of purpose, the Federal Government responded with the leadership and financial resources to embark upon an unparalleled effort to develop a scientific and technological society second to none. The educational system, both basic and higher, responded to that need.

Over any extended period of crisis it has been our educational system which has been basic to national security. Although, in the minds of some, this has not always been as successful as it might have been. In nearly every national security crisis, World Wars I and II, the Cold War and the "Technological Gap", the educational system has responded.

The economic stability, social change, cultural achievements, technological developments and the very survival of the republic have all been dependent upon a viable educational system which is capable of responding to the demands made upon it. These are the fundamental ingredients of the societal attitude which forged the United States into the forefront of production by utilizing an unsurpassed scientific-technological know-how.

As President Ford stated in his commencement address at Ohio State University on August 30, 1974:

"It is my judgement that we must make extraordinary efforts to apply our know-how, our capital, our technology, and our human resources to increase productivity at a faster rate."

"I want to see a two-way street speeding the traffic of scientific developments, speeding the creation of new jobs, speeding the day of self-sufficiency in energy and speeding an era of increased production for America and the world."

The President recommended that this street be constructed through a co-operative effort between industry and the educational community.

Education for work (know-how) has and will become a crucially important part of the schools' responsibility. With increased economic and energy problems, a new crisis is with us. Again

we are depending on the educational system to guide and direct our youth in such a way that the national security and student interests will be best served.

A new crisis is indeed with us. The United States is presently confronted with serious economic problems and a poor growth rate. According to Dr. Bryl Shoemaker, Director of Vocational Education, Ohio Department of Education, within the last generation the United States has dropped from first to twentieth in the growth rate as measured by output per manhour. Dr. Shoemaker further stated that pay raises for the same period have averaged 7% per year, while the productivity rate increase was 1.5%.

Dr. Shoemaker indicated that the nation cannot primarily depend upon technological advances to help alleviate this situation:

"The answers to problems do not rest in our machines. We can produce the finest machines in the world. Studies of productivity indicate that the matter of real growth in output per man hour is only 15 percent machines and 85 percent people. The skill, the technological knowledge, educational background, the work habits, the attitudes, all of these other factors make up 85 percent of the growth rate in output per man hour."

"This means that people represent the real hidden resource of our nation. In spite of mechanization and technological developments, the person still represents the major facet in our productivity, particularly as we realize that more than 50% of our people are now employed in service occupations, rather than in agriculture or in manufacturing processes."

President Ford concurred with this analysis by saying in his commencement speech at Ohio State University that: "America's youth will make the difference. It is America's greatest untapped source of energy. But energy unused is energy wasted."

Education has traditionally responded to our socio-economic-cultural needs. Since the Sputnik launch, the educational system generally has answered with dramatic increases in educational programs, particularly on the college and university levels, thereby placing greater emphasis upon the acquisition of more education. As a result, the baccalaureate degree became one of the most sought after symbols in American society in the 1960's.

In the recent past, it has been the common notion that everyone had to go to college to be successful. As a result, the educational system has been structured primarily around a college-oriented curriculum and the needs of those planning to attend college. Given the following facts, one must question the acceptance of the college degree as an optimum level of education for everyone.

The United States Bureau of Labor Statistics estimated that during the 1970's, 80% of all job openings will not require a college degree. The Philadelphia Inquirer and the Christian Science

Monitor estimated nearly 90%. The Research Coordinating Unit, Bureau of Vocational, Technical, and Continuing Education, Pennsylvania Department of Education indicates that 84% of the State's job openings in the 1970's will not require college training.

The 1975 fiscal year Pennsylvania Annual Manpower Planning Report reveals that there will be an increased need for skills not related to college degree work:

"Work force projections indicate that there will be a growth of 509,107 jobs in Pennsylvania between 1970 and 1980. Gains will be registered in all segments of the industrial spectrum except agriculture and the non-durable portion of manufacturing.

Agriculture will follow the long time downward trend with a reduction of some 21,000 in the employment level.

Mining should show a modest rise of 1,000 which is a result of coal mining negating rather severe losses in the other mining activities. It is possible that renewed emphasis on coal as an energy source could cause a marked increase in this category.

Construction employment will probably exhibit a healthy increase of 51,500 jobs. Public works will be a large factor in strengthening this section of the economy. The relaxation of the mortgage ceiling could put added emphasis on housing starts as well.

The manufacturing industries are expected to rise by 19,000 jobs. The durable goods sector accounts for all of the net increase in manufacturing with non-electrical machinery and transportation equipment showing the largest gains. The non-durable goods segment is expected to lose a substantial number of jobs. Food and kindred products, textile mill products and leather products will show significant reductions.

Transportation, along with other utilities, will show an increase in the decade. This will result from a substantial growth in trucking service and a strengthening in the communication and sanitary services components.

The wholesale and retail trade sector will post substantial gains between 1970 and 1980 with the retail employment contributing the bulk of the rise. The overall growth should add more than 100,000 jobs to the economy.

Employment in finance, insurance and real estate will climb in the period. Banking institutions and insurance producers will add a considerable number to the growth.

The heaviest gains in employment volume are forecast in the service industry, particularly in the motel and hotel, medical and other health services, and the educational services subdivisions.

The growth of state and local governments will continue between 1970 and 1980. During this period there will be a slow decline in the number of federal employees."

Despite the above facts, John D. Shingleton, Director of Placement at Michigan State University, has indicated that:

"They [the nation's colleges] are turning out more and more people in the areas that require fewer and fewer workers."

". . . The percentage of Liberal Arts graduates rose from 55% in 1960-61 to 58% in 1970-71 and will move to 63% in 1980-81."

According to Kenneth Gehret, journalist for the Christian Science Monitor, Shingleton's thesis is that: "The new mass education makes little relation to marketable skills and the realities of the world of work. It is still geared to the Liberal Arts and general education."

The college degree is no longer a guarantee to successful employment. Therefore, one must question why it was ever stressed as the optimum level of education for most, particularly when Department of Education statistics indicate that only 32% of the state's high school graduates enroll in a four-year college or university.

The Philadelphia Inquirer (September 24, 1974) states that the national attrition rate for colleges and universities is 58.5%. This same article indicates that student attrition rates climbed from 30% to 50% at Temple University within the last four years. The attrition rate has climbed to 37% at the Pennsylvania State University, a 5% increase in the last five years. As a result of these attrition rates, only 15-20% of Pennsylvania's high school graduates will ever attain a baccalaureate degree. This figure has been substantiated by Albert Barenbaum, Supervisor of Vocational Education for the Philadelphia School District.

Obviously, the substantial majority of Pennsylvania's youth will have sought or will seek employment which requires less than a baccalaureate degree. Yet, many employment-bound students have enrolled in a high school curriculum which entertains a possibility of college enrollment. A sampling of Pennsylvania high school students by the Pennsylvania State University revealed that:

"Most students have decided in favor of general education. . . the preference for a general education seems to stem from the cultural emphasis on a college education as the surest route to a rewarding life. Many students who are incapable of handling the college preparatory courses and are quite unlikely to enter college take the general curriculum for it, more so than the vocational track, maintains the possibility of college attendance. Since most young people of high school age are unsure of the occupation they would like to follow, the general curriculum allows them to postpone career decisions. Relatively few general curriculum students ever continue to go to college. Instead, they enter the labor market without training in employable skills."

The same is true for the thousands of students not enrolled in the general curriculum and not obtaining a college degree.

Compounding the crisis is the vast majority of students graduating from high school without being prepared to enter the world of work. According to the Department of Education, each summer more than 200,000 young people with little or no employable skills are jettisoned into a job market which is unprepared to assimilate this huge number. At the same time, thousands of young people are attempting to find seasonal employment.

Students need entry level job skills, not false hopes. Young people, as well as adults, need marketable skills. The work-world needs competent, reliable, motivated personnel to fill the present and potential voids.

Pennsylvania needs to take a hard look now at the definition and purpose of our public education system so that we are adequately prepared to meet our present manifold crisis.

EVOLUTION OF EDUCATION

Throughout the 18th and 19th centuries, the family served as the major socializing agent in the United States. Young people matured in a heterogeneous environment as compared to the environment of their peers in the mid twentieth century. They also spent less time in school than do today's youth. As early as possible, young people became involved in productive activity. As a result, there was more of a simultaneous activity in the areas of work and school.

Around the turn of the century, education evolved from a generally work-oriented phase to a school-oriented phase. At the same time, the trend toward licensing standards and professionalism led to a requirement for more formal education. This encouraged, if not demanded, the growth of the "school phase." Compulsory school attendance, child labor laws, and minimum wage laws removed youth from the work force and, in fact, institutionalized the school-phase.

Some educators argued that increased time in school protected youth from the abuse of child slavery. These same people reasoned that the opportunities for the student's future were enhanced. As a result, young people spent more time in school and less time in work-oriented, productive economic activity. In effect, the school emerged as the most important certifying agency in introducing young people to the marketplace, even though the individual young people possessed no marketable skills.

As a result, our youth finds itself increasingly isolated within the present social structures. The decline in student-work world interaction is disadvantageous for today's youth. Presently, the student is thrust into the marketplace with only marginal, if any, work experience. In its report Youth Transition to Adulthood, the President's Panel on Youth stated: "The world of the maturing child, formerly dominated by the home, is now monopolized on the formal level by the school." A recently released report by the Institute of Governmental Studies of the University of California, Berkley, labeled public schools as: "monopolies whose customers are guaranteed by compulsory attendance laws."

Isolation has created a void in the maturation process that was formerly filled by interaction among age groups and a sense of responsibility that was developed through work experience. Negative influences have filled the void in many areas. For example, a study of delinquents in the Cornwells Heights Youth Development Center in Bucks County show that 35.5% are strongly influenced by their delinquent peers. Another 44.3% are moderately influenced by their peers. Juvenile gangs roam the streets of Philadelphia. Student attitudes toward work and personal achievement are becoming more negative. Career objectives for many students are non-existent. The result is a generation that doesn't know what it values or where it is going.

EDUCATION TODAY - AN EXAMINATION

The present education system is found wanting in many respects. Student interest in school is declining. Dropout rates remain high. Absenteeism is commonplace. According to Michael T. Malloy, journalist for the National Observer Service, "...absenteeism hits 50% in some inner-city high schools. . ."

These problems and others exist in Pennsylvania and the nation:

Tests administered by the Pennsylvania Department of Education indicate declines in verbal skill achievement and positive attitudes toward school and work.

According to Congresswoman Edith Green, national indices indicate that education may be regressing despite the influx of billions of Federal dollars.

Mean ACT and SAT scores have been declining over the past decade - when everyone thought students were becoming more knowledgeable.

Urban school children can't read.

A Department of Welfare study has found that 75% of Pennsylvania's juveniles function on the fourth grade level or lower.

Studies indicate that it may be beneficial to drop out of school.

A study by Kaoru Yamamoto, Elisabeth Thomas, and Edward Karns published in the American Education Research Journal in March, 1969, found that:

"...among 350 children in the fourth, fifth and sixth grades, a systematic change in school related attitudes occurred so as to make their evaluations of such concepts as 'my teacher,' 'my classroom,' 'me,' 'my school books,' 'following rules,' 'talking in front of class,' or 'having to keep quiet,' increasingly negative as grade in school increased."

These findings are consistent with Daniel Neale and John Proscheck's study, "School Related Attitudes of Culturally Disadvantaged Elementary School Children" which was published in the Journal of Educational Psychology in 1967.

The study revealed that:

"Evaluations of a variety of school-related phrases were increasingly negative as grade in school increased. The same was true for an evaluation of self. . ."

Pennsylvania Studies

To create a mechanism for measuring educational performance in the Commonwealth, the Bureau of Educational Quality Assessment (EQA) within the Department of Education, was established in June, 1967. Moreover, a testing program was designed to measure school district achievement in each of the Ten Goals of Quality Education adopted by the State Board of Education in November, 1965.

Pennsylvania's Ten Goals of Quality Education

Quality education should:

- I. Help every child acquire the greatest possible understanding of himself or herself and appreciation of his or her worthiness as a member of society.
- II. Help every child acquire understanding and appreciation of persons belonging to other social, cultural and ethnic groups.
- III. Help every child acquire, to the fullest possible extent, mastery of the basic skills in the use of words and numbers.
- IV. Help every child acquire a positive attitude toward the learning process.
- V. Help every child acquire the habits and attitudes associated with responsible citizenship.
- VI. Help every child acquire good health habits and an understanding of the conditions necessary for maintaining of physical and emotional well-being.
- VII. Give every child opportunity and encouragement to be creative in one or more fields of endeavor.
- VIII. Help every child understand the opportunities open to him or her to prepare for a productive life and help each child to take full advantage of these opportunities.
- IX. Help every child to understand and appreciate as much as possible of human achievement in the natural sciences, the social sciences and the humanities and the arts.
- X. Help every child to prepare for a world of rapid change and unforeseeable demands in which continuing education throughout adult life should be a normal expectation.

Results from EQA tests conducted from 1969 through 1972 of 5th, 7th, 9th and 11th grade students indicate that:

1. "Statewide, the most critical needs appear to be in the area of verbal skills, work attitudes, health knowledge, and attitudes toward school."
2. Roughly 20% of the fifth graders are neutral or negative toward school. The remaining 80% of the fifth graders display less positive attitudes in this area than in the nine other goal areas.
3. The mean scores are low for Goal IV - Positive attitudes toward school.
4. Eleventh graders indicate a decline in school interest. (A summary analysis by the EQA Bureau stated that this was the second most critical area that needed improvement at this grade level.)

Teachers have noticed this decline in student interest and have indicated the serious impact of this problem upon operational success. Fifty-one percent of the seventh grade teachers and 63% of the ninth grade teachers surveyed said that "the students aren't really interested in learning."

In 1969, the EQA Division administered the Stanford and Iowa Basic Skills Test to a sampling of 5th and 11th grade students in Pennsylvania's public schools. A summary report stated:

"Analysis of the normative data indicate that for both the rural and city schools, there was a critical need in the verbal achievement area in both grades 5 and 11."

Analysis of specific academic skills revealed the following:

Fifth Grade

1. Tests on word study skills indicated a range of 47.7% to 64.9% scoring below the expected grade level.
2. Arithmetic tests indicated 37.6% scoring below expected grade level in "arithmetic concepts" and 74.2% below expected grade level for arithmetic computation.
3. Reading and paragraph meaning tests indicated that 48.8% and 56.8% scored below below the expected grade level on the respective tests.

Eleventh Grade

1. Reading tests indicated that 64% of the students fell below the 59th percentile. (The national mean is the 50th percentile.)
2. The remainder of the tests indicated the average score of Pennsylvania students was roughly equivalent to the national norm. This does not indicate, however, whether students were performing at their expected grade level. Given the national decline in academic performance, it is doubtful whether these students are achieving at their expected grade level.
3. Students from higher socio-economic backgrounds have shown a decline in both math and verbal scores since 1970.
4. Occupational awareness and knowledge has declined slightly in spite of an increased emphasis statewide in vocational education.
5. Appreciation and understanding of human achievement has declined significantly. This occurs only one year before many of Pennsylvania's high school graduates will be working.

EQA revelations have been most important in relation to student attitudes toward work and the work-world. The Educational Quality Assessment survey indicated that:

1. "For the entire fifth grade sample the results indicated that fifth graders are largely unaware of the problems evident in the world of work--their vocational attitudes are not well developed.
2. "For Goal VIII, attitude toward work or vocational development, it appears that about half of the fifth graders have not yet developed an awareness of the world of work and what it entails."
3. "Statewide, the most critical needs appear to be in the area of verbal skills, work attitudes, health knowledge and attitudes toward school."

Educational Quality Assessment figures have not only revealed the disenchantment of students but also of teachers. In the EQA study, teachers responded to the following question:

If you had the opportunity now or later, would you like to:

	<u>7th Grade</u>	<u>9th Grade</u>
1. Take a position outside of education	22%	23%
2. Take a position in education other than classroom teacher	26%	22%
3. Continue as a classroom teacher	52%	55%

Forty-five percent to 48% of the teachers surveyed would rather be working somewhere besides a classroom.

National Studies

Efforts have been made to improve the educational system. Beginning in the early 1960's, the Federal Government more actively tried to improve the quality of education, especially for students from disadvantaged and urban backgrounds. A decade later (January, 1974), Congresswoman Edith Green summarized the results:

"As a long time supporter of Federal financial aid to education, I have come to realize with much pain that many billions of Federal tax dollars have not brought the significant improvement we anticipated. There are even signs we may be losing ground."

National and State indices suggest this trend abounds. Every year in the United States, 2.5 million students drop out of high school, graduate from a "general curriculum" or drop out of college without completing a degree program. Experts agree that the general curriculum is the least viable among the three common educational tracks... academic college preparatory, vocational, and general.

Project Talent studies, sponsored by the American Institute for Research, have shown that the general curriculum produces more dropouts than high school graduates. In the Conference Report of the National Association of Secondary School Principals entitled, American Youth in the Mid-Seventies, educators Havighurst, Graham, and Eberly stated:

"The existing combination of secondary schools, community colleges, job opportunities, military service, and early marriage has failed to meet the needs of several million young people. The indications are that it will do less well in the future and that some basic changes are needed in American secondary education."

Data from a National Health Survey report entitled, Literacy Among Youths 12-17, indicated that one million non-institutionalized youths in this age bracket cannot read at the

fourth grade level. They are classified as illiterate. The one million students does not include the massive number of students reading far below their expected grade level.

Dr. Ruth Holloway, Director of HEW's "Right to Read" Program, has labeled the results "alarming and discouraging" and stated that "the schools obviously are not meeting the kid's needs."

College Aptitude Studies

Students striving to obtain a college degree are actually showing a decline in academic knowledge at their expected levels of education. Mean scores for both the American College Testing Program (ACT) and College Entrance Examination Board's Scholastic Aptitude Test (SAT) have been declining steadily.

ACT Means for Successive Years of Tested College-Bound Students

School Year	ACT English Mean	ACT Math Mean	ACT Soc. Std. Mean	ACT N. Sci. Mean	ACT Comp. Mean
<u>Total (Men and Women Combined)</u>					
1964-65	18.7	19.6	20.6	20.4	19.9
1965-66	19.1	19.5	20.5	20.5	20.0
1966-67	18.5	18.7	19.6	20.1	19.4
1967-68	18.1	18.3	19.4	19.8	19.0
1968-69	18.4	19.2	19.4	20.0	19.4
1969-70	18.1	19.5	19.3	20.5	19.5
1970-71	17.7	18.7	18.3	20.2	18.9
1971-72	17.6	18.6	18.4	20.3	18.8

Mean Scores - Scholastic Aptitude Test

	<u>Verbal</u>	<u>Mathematical</u>
1962-63	478	502
1963-64	475	498
1964-65	473	496
1965-66	471	496
1966-67	467	495
1967-68	466	494
1968-69	462	491
1969-70	461	488
1970-71	454	487
1971-72	450	482
1972-73	445	481

Some educators have tried to explain the decline by citing that more students, particularly those from lower socio-economic and minority groups, have been taking the test. They have argued that students from these sections of society have historically scored lower on standardized tests. However, an official of the college board recently stated that the number of students taking the SAT test had leveled off several years ago. As a result, the foregoing explanation is not as plausible as first believed.

Some educators also believe that increased television viewing has contributed to poorer scores. It is believed that the lack of homogeneous curriculum between schools, relative to ten years ago, has also caused lower scores. Some educators hold that not all 11th graders are or will be studying American Literature or other traditional academic subjects.

Most of the educators who have discussed the poorer scores have not mentioned the decline in student interest as a factor. Only one official seemed to blame the schools themselves. The decline of interest by academic students alone not only dramatizes the attitudes of general curriculum students but also the present predicament of secondary education.

This same board official has also alluded that schools may not be preparing students as well in mathematics and verbal skills as they did previously.

According to the Philadelphia Inquirer, (June 17, 1973), the people who are receiving the products of our universities are not rating graduates very high either. The Gallagher President's Report, a weekly national corporate development newsletter, surveyed chief executives of 450 leading corporations and found:

"Three of four company presidents do not think institutions of higher education are doing an adequate job in teaching today's youth. They find college graduates lacking in basic business skills, including a knowledge of English grammar and a proficiency in oral and written communications."

In addition, the executives faulted the universities for inadequately preparing graduates for work, a priority the universities have placed at the bottom of their list. The Gallagher Report foresees major corporations underwriting their own schools similar to the General Motors Institute and medium and small business establishing "corporate colleges" on a co-operative basis.

Urban Centers Studies

New York

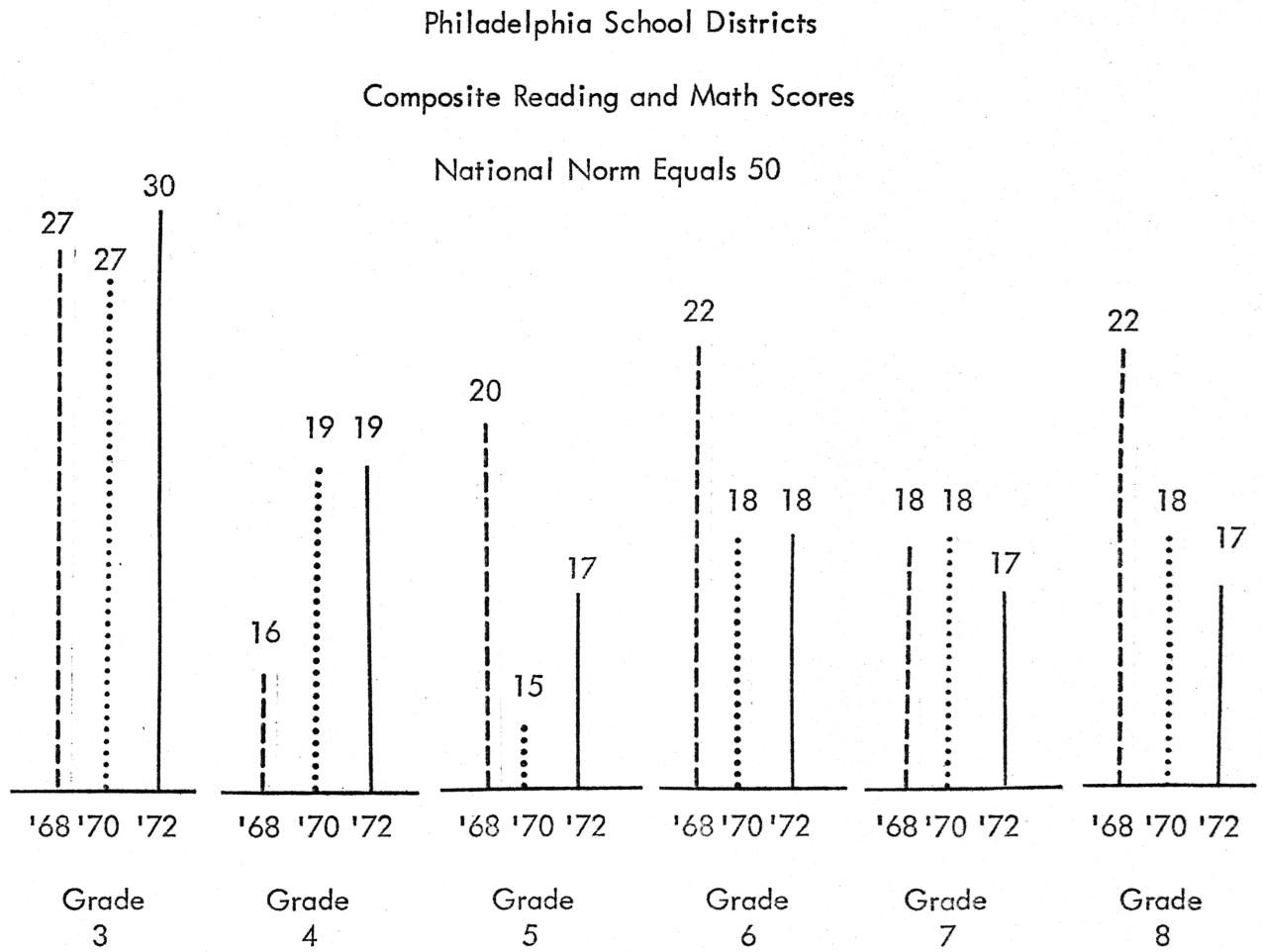
New York City became so concerned about inept verbal aptitudes that school Chancellor Irving Anker instituted minimum grade promotion requirements from fourth through ninth grades. The new regulations have been tightened to permit a reading deficiency of from one to one and one-half years. The new promotion policy also requires that students satisfactorily complete the regular academic program.

Under the previous policy, students in grades four through eight and following actually could be promoted with reading deficiencies of up to two years and seven months behind their expected grade level.

Automatic promotion has become a common practice throughout the nation. It is difficult to understand why schools were ever permitted to push their failures into the next grade and ultimately upon society.

Philadelphia

Achievement test results for Philadelphia's public school students indicates a problem of similar magnitude. The following graph indicates that pupils are scoring in a percentile rank approximately 30 points below the national norm of 50.



Other notable indices for the 1972 school year include:

1. Reading tests indicate a large number of students scoring at the 16th percentile, or functional illiteracy level. The percentage of students scoring at this level varied between 24% and 48% for grades one through eight, and between 38% and 44% for grades nine through twelve.
2. The average reading percentile rank for grades nine through twelve was 18, 20, 20, and 26 respectively.
3. Math scores indicated the average percentile score dropped in six of the first eight grades. The tests were not administered to high school students.
4. The average percentile rank for Philadelphia's kindergarten students was 60, ten points above the national norm.

Superintendent Dr. Matthew Costanzo attributed the higher kindergarten scores to the fact that students come from a representative socio-economic cross section of Philadelphia's families. He stated the scores declined after kindergarten because middle class families withdraw their children from the public school system in the first grade. During the 1972-73 school year, 13,084 students left Philadelphia's public schools to attend non-public schools. The figure for 1971-72 was 12,972.

The Exodus
Statewide, 90,302 students transferred to non-public schools from the period September, 1970, through June, 1973, in spite of the additional costs to the family.

Juvenile Delinquency and Educational Failure

Advocates of a liberal arts education have reasoned that the educational program is an effective socialization agent. . . it produces well-rounded, intelligent citizens. EQA scores, however, have shown a marked decline in citizenship. One might infer that perhaps Pennsylvania no longer benefits from a general approach to education.

Research indicates a correlation between juvenile delinquency and educational failure. As evidenced by youth crime statistics and gang warfare (i.e., Philadelphia), juvenile delinquency is a problem of immense proportion. For example, from 1968 to 1973 nearly 200 gang homicides have occurred in Philadelphia. Juvenile gang killings alone represent 10% of the city's murders in a given year. In 1967, Mrs. Grace Shaffer, Director of the University of Chattanooga Reading Center, stated at the B'nai B'rith Symposium on Juvenile Delinquency in Chattanooga, Tennessee, that tests by psychiatrists of Children's Court in New York City found that 76% of the children were two or more years behind in reading and more than half of the children were five or more years behind.

Symposium findings further revealed that:

"The greatest common denominator among the juvenile delinquents is retardation in reading and comprehension. Ninety-four percent of our delinquents in Hamilton County are retarded in reading, (with many . . . psychological and visual problems). Many of the seventh through twelfth grade delinquents are reading below a fifth grade level. Which means - they cannot read; and if they cannot read, they cannot learn."

The Symposium detected a discernable pattern among juveniles which was described in the report in the following manner:

"At an early grade level the youngster is diagnosed as 'hyperactive'; two years later he is a slow learner; another two years and he is called a 'remedial reading case'; another two years and he is called a juvenile delinquent; another and he is a high school dropout or 'push out'; and then we find him on our criminal roles."

Pennsylvania's juvenile delinquents have exhibited these same characteristics as shown by a study of the Cornwells Youth Development Center done for the Department of Public Welfare by the School of Social Work and Social Research of Bryn Mawr College.

The study revealed:

1. Eighty-two percent of the delinquents were between 14 and 17, with a mean age of 15.5.
2. Seventy-three and one-half percent of those surveyed came from the general curriculum.

Functional grade level:

1. The mean grade level is 3.49 with a mean age of 15.5 which is the sophomore level of high school.
2. Seventy-five percent function on the fourth grade level or lower.
3. Ninety-six and three tenths percent function on the ninth grade level or lower.
4. Eighty-seven and eight tenths percent of the 16 year olds functioned at the elementary level with 17% on the first grade and 26.4% on the third grade level.

5. Ninety-one and seven tenths of the 14 year olds functioned at the elementary level with 79.2% functioning at the fourth grade level or below.

Potential grade level:

1. In most cases students are capable of functioning at least five grade levels higher than they presently are.
2. Only 41.3% of the delinquents were capable of completing high school.
3. Of those students functioning at the fourth grade level:

15 percent	were capable of functioning at the eighth grade level
20 percent ninth grade level
25 percent tenth grade level
30 percent eleventh grade level
40 percent twelfth grade level

Although the academic performance was low, 74.5% of the delinquents showed an average to strong motivation for education. Even when positive motivation exists, the schools are unable to respond. Youth delinquency, poor educational performance, and the strength of a peer culture (i.e. 79.8% of the delinquent youths at the Cornwells Heights Center were strongly to moderately influenced by their peers), gives credence to the conclusions of the Panel on Youth of the President's Science Advisory Committee:

"The school now shares the socialization task with the family and the peer group. . . And the peer group is not only an unsuitable source for development toward adult goals, it also attenuates the invaluable lines of communication and culture transmission across the generations. . . Our basic premise is that the school system, as now constituted, offers an incomplete context for the accomplishment of many important facets of maturation. The school has been well designed to provide some kinds of training, but by virtue of that fact, is inherently ill-suited to fulfill other tasks to the creation of adults."

The Panel on Youth believes the peer group culture is growing stronger. If this is the case, America's youth will continue to mature with a distorted perception of life. The educational system will be reinforcing a process contrary to the broadening liberal education it has traditionally advocated.

The Dropout

Educators at a national seminar conducted by the National Association of Secondary School Principals made the following observation:

"Formal schooling is doing nothing for a large part of the population fifteen through twenty - they've dropped out - and it is not doing very well for another large group, those who stay on in school, graduate but get very little from it."

Some evidence suggests that many who stay in school actually end up the losers. A study comparing dropouts to high school graduates by the Institute for Research on Human Resources of The Pennsylvania State University concluded:

"There is little evidence that the subjects who completed the experimental programs or who graduated from the regular high school had greater job stability, earned more money, or were more satisfied with their jobs than the dropouts who received no training, or those who withdrew from the experimental programs. In fact, some of the information presented in this chapter, especially the earnings data, indicates that the longer labor market participation of the control subjects and program dropouts were more beneficial to them than the educational programs were to the subjects who completed them. Lacking a diploma may well be a barrier to certain jobs, but in the thirty-three months covered by this follow-up, overcoming this barrier yielded few identifiable benefits to the subjects who were able to do so."

In addition, the study points out that former dropouts who returned to school to obtain vocational training or a diploma had a higher unemployment rate than dropouts who remained in the labor market.

The Penn State study has been corroborated by the Project Talent studies of the American Institute for Research, a study by the Research Foundation at Oklahoma State University, and a study by Dr. J. B. Bachman of the Institute for Social Research at the University of Michigan.

The Project Talent studies revealed that male dropouts scored significantly lower on academic tests. Yet these same males had slightly higher employment rates and were paid a higher wage than high school graduates who did not seek further education. In addition, male dropouts scored higher on a leadership index.

For those students who leave school, the President's Panel on Youth has stated that they have made the correct decision. The Panel concluded that many dropouts hold:

"The probably correct view that additional time spent on schooling would be wasted . . . from their point of view, they are probably making the right economic decision."

In his book, Out of Place in America, Peter Schrag summarized the effectiveness of the educational process in this manner:

"Except for the certification that schools bestow on good behavior and acceptable habits, the boy who takes a job immediately after graduation (or who, with one-fifth of his peers, never graduates at all) takes little from his school, except perhaps a vaguely unexpressible sense of defeat."

These facts raise the question: Is the adage of "sticking it out to get a diploma" valid today? Pennsylvania needs to take a hard look now at the definition and purpose of our public education so that we are adequately prepared to meet the present manifold crisis.

YOUTH DEVELOPMENT - EDUCATIONAL ALTERNATIVES

Changing times, conditions, and public needs are demanding ever-changing approaches to our socio-economic-cultural problems which in turn strongly suggest educational alternatives.

The Federal Government has always been interested in the practical application of education. As President Ford stated in his Ohio State Commencement address:

"Ever since President Abraham Lincoln initiated the concepts of Land Grant colleges, set up to bring people and students closer to the land, the Federal Government has been interested in the practical application of education."

"Practical" is often interpreted as education for work. Many educators and businessmen are advocating an educational system designed to achieve this end. One alternative suggested is career education. Advocates of such a program have suggested this approach for the following reasons:

Career education can be integrated into the present educational process on a developmental basis.

The American College Testing Program surveyed 32,000 eighth, ninth, and eleventh graders in 200 public and parochial schools and discovered students were not receiving adequate career counseling and information.

Schools have accepted the responsibility for placing college bound students, yet similar assistance is not available for the majority of students who are seeking jobs.

To a large extent, the community has not been an adequately explored resource bank for the educational system and vice versa.

An overwhelming number of students who desire and require vocational education in Pennsylvania are unable to obtain it.

A comprehensive career development approach provides students with occupational information, counseling, and skills in conjunction with the school's academic program. Evidence suggests that student academic achievement is enhanced under the career education approach.

Career Education - Evolutionary - Integrative - Developmental

The career education process is not a "throw out the old and bring in the new" approach. Rather it entails an evolutionary change within the present educational system. Career information and career oriented activities are woven into the academic curriculum by the existing faculty. Teachers are instructed on career education techniques through in-service training.

Career education is a developmental process. It is intended to acquaint and familiarize young people with job and career opportunities early and repeatedly throughout their school years. The process begins at the elementary school level by bringing to the students an awareness of and exposure to the working-world. This is approached through general exposure to "occupational clusters." At the junior high level, students are encouraged to explore occupations in greater detail. The final phase of the career process emphasizes the student's acquisition of at least basic entry skills to the work-world.

Acquisition of the basic occupational skills is accomplished through intern, co-operative, and/or vocational programs. Career education proponents are advocating programs which allow a 9th or 10th grade student to visit a desired job location for several days at a time. During the final stages of the career process the student is permitted to participate in flexible inter-related programs which may include but not be limited to intern, co-operative, or vocational programs. An important aspect of career education is career guidance. This is made available to all students through guidance-oriented instruction and/or group or individual conferences. In these ways the student is encouraged to develop career interests as well as positive attitudes toward the work world.

Career Guidance - Essential

Quality career guidance is essential for all students. A balanced career education program contains a viable dynamic counseling service inter-related with comprehensive, broad based, intern, co-operative, and vocational training. This is how job entry skills are acquired. Some argue, however, that such counseling and training are not necessary for college bound students. Career education advocates strongly disagree with this notion for several reasons - among them being:

1. A high percentage of those who enter college drop out without obtaining a baccalaureate degree and therefore need skills to enter the work-world. Early exposure to awareness and exploration of the various facets of the work-world will be an asset and not a liability.
2. Career counseling and training can provide an invaluable experience to all students for:
 - (1) entering the work world;
 - (2) continuing post-secondary training for the work world;
 - (3) entering a degree-granting higher education program;
 - (4) developing appreciation for other work skills.

Advocates for quality career counseling point to the fact that few students understand the importance of making their career decisions.

The American College Testing Program surveyed 32,000 eighth, ninth and eleventh graders in 200 public and parochial schools and discovered students were not receiving adequate career counseling and information. The survey indicated that:

1. Seventy-five percent of the eighth and eleventh graders desire more assistance in career planning.
2. Approximately 50% of the students in eighth and eleventh grade felt they received little or no help in career planning even though 85% of the eleventh graders "recognized that career planning must begin before the final year of high school."
3. Only 59% of the eleventh graders had ever talked to people working in occupations in which the student was interested.
4. Sixty-one percent of the eleventh graders believed that people remain in the same job through their working lifetime. (A person changes jobs 5-8 times in a lifetime.)

The American College Testing survey concluded in its December 15, 1973, "Career Education News" that:

"If we were speaking of physical development rather than career development, we would describe American youth as hungry, undernourished and physically retarded."

Evidence indicates that these problems exist in Pennsylvania. The declining EQA occupational scores for fifth and eleventh graders indicate a lack of career guidance and information in Pennsylvania schools. The study by the Institute for Research on Human Resources, The Pennsylvania State University, concluded:

"The results are another indication, that for a significant proportion of the subjects, at least one-quarter, jobs are not things which they deliberately select, prepare for and seek. Rather, jobs are things that happen to them. These young people do not feel they control the events in their vocational lives, they react to what happens to them. This lack of planning was represented in about the same proportions in all groups, including the regular high school graduates, and there was no difference between students from the vocational and general curriculum."

Studies by the Bureau of Vocational, Technical and Continuing Education provide further evidence. The Bureau, under the direction of Dr. John W. Struck, has been studying vocational graduates for several years. Highlights from its report of 1971 graduates indicate:

1. "Less than two-thirds of the graduates reported that they wanted employment in their field of study. . . This suggests a need to improve the career orientation and experiences before vocational curricula are selected."
2. "The lack of organized job placement services in most schools is a major factor in the low percentage of graduates who find work in their field of study. That percentage was 48% for the Class of '68, 45% for the Class of '69 and 45% for the Class of '70."
3. "Expansion of co-op opportunities for vocational program graduates is indicated by findings that show co-op graduates are more likely to find jobs in their field of study than non-co-op graduates."
4. "The graduates indicated the kinds of guidance they got from the schools. The results are disappointing; i. e., less than 16% were provided with names of employers to contact."
5. "A school's goal should be to have 100% of its employment-bound vocational graduates placed in a full-time job upon graduation. Whether that will ever be the case is not the issue. The issue is making progress toward that goal. . ."
6. "It is clear that the schools are not highly active in providing job placement services for their graduates. We regard this to be a serious deficiency in vocational education."

The Pennsylvania State University study recommends increasing opportunities for disadvantaged youth through guaranteed job placement. As a ten year progress report of vocational education by the Department of Education issued in June, 1973, concurred:

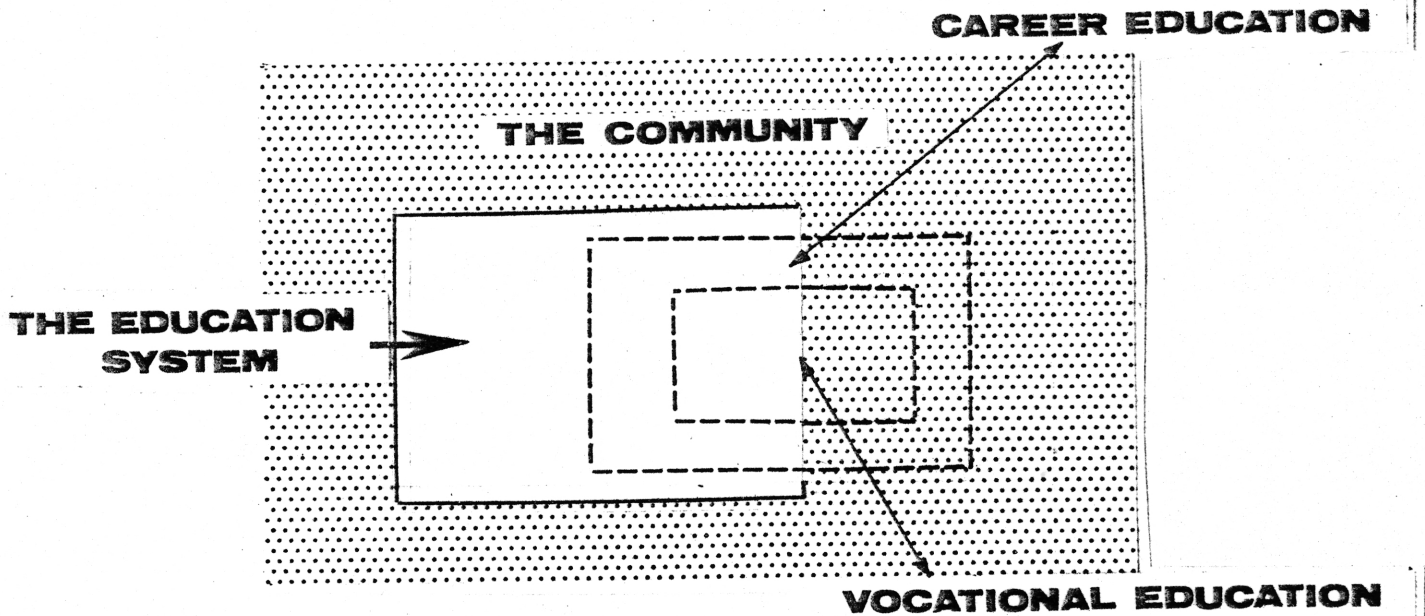
"Guidance and placement services to assist the disadvantaged in obtaining entry-level jobs represent the greatest increase of special services made available to the disadvantaged students in vocational education."

Placement is also essential to the career process. Most schools have accepted the responsibility of placing college-bound students while often ignoring the career needs of the majority of students. Under a career development program, schools accept the responsibility for the placing of all students - be it for post secondary education or for gainful employment.

A Community Activity

Under a career development curriculum, education expands from the classroom to the community. The community becomes a resource bank for the educational system and vice versa. This mutual

relationship is indicated by the diagram below:



Career Education by Hoyt, Evans, Mackin, Mangum.

The relationship between the community and the educational system may initiate:

1. Greater interchange and cooperation between schools and the work-world. This includes student field trips to business establishments and factories as well as representatives from the work-world (management and labor of all types) visiting the classroom.
2. An occupational resource library. This includes information in the school library; representatives from the work-world speaking to classes and possibly to individual students through a telephone information system.
3. An expansion of intern and co-op programs at the secondary level.
4. An advisory council to participate in curriculum development; in the creation of learning objectives; and other school decisions.
5. Community participation in the determination of educational accountability. Many studies including the Pennsylvania Report of the Citizens Commission on Basic Education have recommended increased accountability for our schools' educational processes based upon the achievement of published learning objectives and goals for the school year.

All activities mentioned are integral parts of the curriculum. Many of these community-related activities are utilized to some extent today. The current situation seems to be calling for an accelerated utilization of community and school inter-relationships as proposed by those advocating career development.

Curriculum Development

Clusters

Another element of the career education process is curriculum integration. This can be accomplished through either a cluster concept developed by the United States Office of Education or through another method devised by the local school district. The cluster concept is being used in many federally funded career education programs such as those conducted by Crawford County and by the Central Susquehanna Intermediate Unit. The clusters are:

- | | |
|--|-------------------------------|
| A. Agri-Business and Natural Resources | I. Hospitality and Recreation |
| B. Business and Office | J. Manufacturing |
| C. Communications and Media | K. Marine Science |
| D. Consumer and Homemaking | L. Marketing and Distribution |
| E. Construction | M. Personal Services |
| F. Environment | N. Public Service |
| G. Fine Arts and Humanities | O. Transportation |
| H. Health | |

Career clusters are an organizational technique to facilitate the delivery of career education. The theory behind clustering is that 97% of the approximately 25,000 occupational titles listed in the United States Department of Labor and Industry's Dictionary of Occupational Titles can be grouped into a few major areas according to similar characters and purposes.

During the elementary years a student receives a general exposure to all of the clusters as well as the hundreds of job categories within each cluster. Exposure to careers develops student awareness of a changing industrial-technological society. In addition, the process fosters positive student work attitudes and values. Moreover, by placing a student in problem-solving

situations at an early age, the process aids the student in understanding the consequences of his decisions. Decision making is a skill that may never be mastered. . . but it is a continuous learning process. As such, it is an integral part of all levels and all components of education.

Career Education - In Action

Some examples of career exploration programs are in the McKeesport School District, the City of Pittsburgh Schools, the Federal Educational Projects Center*(Crawford County) and the Central Susquehanna Intermediate Unit (Lewisburg).

In the McKeesport School District the theme of career education on the elementary level is student awareness. . . awareness of himself and of the people involved in the work-world. In the elementary grades the students study fifteen occupational clusters. They also study vocabulary and learn spelling skills related to occupational areas. In addition to subject matter tie-ins, the students visit job sites and workers visit students in the classroom.

Exploration is the key to career education at the junior high level. At this level the students focus their occupational interests on specific areas or clusters. They also begin to relate occupational choice with their own abilities, values, attitudes and interests.

By the time the pupils reach senior high school the emphasis shifts to preparation for one of three possibilities: (1) immediate employment upon graduation; (2) post high school training programs; or (3) pursuit of a baccalaureate degree. At this level the students select actual courses relating to one or more occupational clusters. They may also opt for a work-related experience.

In the Pittsburgh program, Phase I of the exploratory career education program begins at the sixth grade level. Students explore four concepts that are basic to the work-world:

- (1) Human Relations - Personal Development
- (2) Production
- (3) Communications
- (4) Consumership

Role playing and "hands-on" activities help students explore various occupations.

In Phase II, seventh grade students are assigned to a three-member faculty team. The faculty and the student together explore ten occupational-vo-technical areas: business communication, information processing, merchandising, foods and nutrition, clothing and textiles, health and community services, construction, manufacturing, visual communications, and power and transportation.

* Now a part of the Northwest-Tri-County Intermediate Unit.

Phase III (eighth grade) continues the Phase II process with a somewhat different teaming technique. The teachers remain in one area of specialty while students rotate depending on their selected areas of study.

Programs in grades nine and ten include pre-vocational instruction in one or possibly two elective courses related to particular clusters which are a carry-over from the middle school program. The programs in grades nine and ten provide a combination of career exploratory experiences as well as some technical training. These experiences lead to student choices and decisions regarding skill-centered programs in the eleventh and twelfth grades.

The skill-centered programs provide juniors and seniors with basic entry-level skills. The programs involve fifteen broad content areas and fifty-five specific programs. Schools, community personnel and advisory committees annually review and update many of the skill-centered programs in order to provide the student with "marketable skills."

The occupational vocational technical division of the Pittsburgh Public Schools also makes available co-op programs to all students as well as placement assistance to all graduating seniors who are not planning to take post high school training or attend an educational institution.

The federally funded exploration program in Crawford County is somewhat similar to the McKeesport program. Three Projects . . . *AWAKE (K-6); *CARED (7-9); and *VAULT (10-12); make up the total Crawford career program. The programs differ in that each is directed to a specific level of the student's development . . . awareness, exploration, and specialization, respectively.

AWAKE is the elementary program emphasizing the child's awareness of the work-world. Students are made aware of career options through group activities, "hands on" experiences, and independent study. With the aid of a computer-retrieval system and cluster studies they are given the opportunity to select activities which relate to their own interests, abilities and needs. This gives them the opportunity to set occupational goals and make tentative career decisions.

Project CARED focuses on the junior high student. In this middle phase students are given the opportunity to explore various careers through the use of a simulator, classroom activities, and job experiences.

Project CARED works in the following way:

1. Teachers representing all subject areas work together to develop resource units based on different career possibilities.
2. Completed units are placed in the computer.
3. The student is profiled as to reading ability, math ability, vocational interests, etc.

* AWAKE - A Work Awareness - Kindergarten through Elementary

* CARED - Career Exploration Through Discovery

* VAULT - Vocational Academic Unit Learning Through Technology

4. Together the student and teacher select objectives appropriate to the student.
5. The student profile and selected objectives are fed into a computer.
6. An individualized program based on the student's interests is printed. (CARED Resource Guide).
7. The program is conducted and the evaluation is completed by the student under the direction of the teacher.

The final phase is Project VAULT. This is a specialization program that attempts to "unify, individualize and refocus basic subject matter at the secondary level (10-12) around occupational themes through the use of a computer retrieval system." As in CARED, a student's profile and objectives are fed into a computer which prints out a completed individualized program based upon their vocational interests (VAULT Resource Guide).

It is the hope of the Federal Educational Projects Center, Meadville, Pennsylvania, that through a totally integrated career program encompassing kindergarten through twelfth grade, students will:

- (1) "obtain a broad understanding of the world of work.
- (2) have realistic role-identification and goals, and
- (3) upon completion of all education, have a salable skill which is fulfilling to self and society."

The Central Susquehanna Intermediate Unit, Lewisburg, Pennsylvania, is also developing various career educational services. General goals are:

1. To supply current career information.
2. To increase student awareness of options for occupational choice.
3. To supplement school districts' career education programs.

One of the Unit's most important services is the distribution of an individualized "career packet service" for pupils in grades 5-12. General cluster and specific career information are currently stocked according to the United States Office of Education's fifteen career clusters. The cost to participating school districts for the packet service is \$30/100 students.

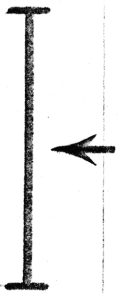
Another Unit service is the distribution of cluster resource booklets for educators who desire to increase understanding of clusters. Other Unit services include the distribution of three-color

CAREER EDUCATION..... AN OVERVIEW

PLACEMENT

JOB OR ADVANCED
EDUCATION

DROPOUT PROGRAM



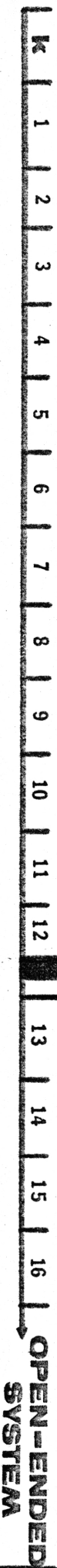
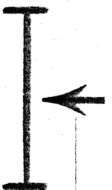
CO-OP PROGRAM



ADJUSTMENT
PROGRAM



BEGINNING OR ADVANCED
VOCATIONAL OR TECHNICAL
TRAINING



CAREER AWARENESS

CAREER ORIENTATION..

VOCATIONAL & OR
ACADEMIC TRAINING

POST SECONDARY
EDUCATION



OPEN-ENDED
SYSTEM

posters of the fifteen clusters, films, tapes, books and other resource materials. The Unit also provides staff consultation, workshops, and in-service presentations.

Career education, as evidenced by a brief examination of programs, has general goals that can be met in various ways. The purposes of the programs are generally reflected in a Pittsburgh school report on career education:

"The experiences eventually lead to more effective choices and decisions regarding skill-centered programs in the 11th and 12th grades. The instruction at the 9th and 10th grade level is guidance-oriented as the students are encouraged to think in terms of careers."

Vocational Education

Needed, Wanted, Denied

Vocational education is a component of the career development process. A broad-based career education curriculum is complemented by comprehensive vocational education. Evidence suggests the need for greater expansion of vocational education:

"In a Harris survey, people were asked the chief reasons for wanting their children to get an education. Respondents ranked 'to get a better job' the most important."

"In the 1973 Gallup education survey, 90% of both the parents and educators interviewed, agreed that the public schools should give more emphasis to a study of trades, professions, and business to help students decide on their careers."

"Approximately 80% of Pennsylvania's high school students are in need of vocational training which will prepare them for the work-world. Only 28% of the 10-12 grade students in Pennsylvania are currently receiving training."

"According to The Governor's Budget Document for 1974-75, 386,456 students 'needed' vocational education during the 1973-74 fiscal year. Budget figures indicate, however, that only 160,516 pupils were enrolled in 'occupational' development programs."

Public hearings held by the Subcommittee on Community College and Area Vocational-Technical School Relations of the Pennsylvania House of Representatives in January, 1974, revealed that student demand far exceeds the number of spaces available in area vocational technical schools (AVTS).

In addition, the hearings indicated an increased desire to expand vocational programs and services to students through the sharing of vocational-technical school and community

college facilities and faculties. The shortage was reinforced by the testimony of AVTS directors at hearings held by the State Board of Education on February 6, 1974.

Innovations

Several innovations for accommodating increased demand for vocational-technical education are being attempted.

One innovation involves the addition of a third shift (late afternoon shift - i.e., 3:00 - 6:00 P.M.) to area vocational-technical schools operating on a "half-day about" basis. This type school operates with a morning and early afternoon shift. During the 1973-74 school year, seven schools operated a third shift. The same number of schools are expected to conduct a third shift for the 1974-75 school year with one school adding a third shift and another dropping the third shift.

According to a Department of Education memorandum, the schools are:

Post Day Vocational Education Programs (Third Shift Programs)

(Showing Schools and Dates of Approvals)

Eastern Northampton County AVTS	6/12/72 & 10/5/72 8/1/73
Bucks County AVTS (Approval "for a one year period only.")	6/30/72
North Montco AVTS	8/3/72
Lehigh County AVTS	8/16/72
Middle Bucks County AVTS (Approval was granted "not to exceed 2 years.")	8/30/72 & 9/19/72
Central Montgomery County AVTS	9/5/72
Erie County AVTS	9/6/72
*Ambridge Area School District	6/27/73
Central Westmoreland County AVTS (Expected to begin during 1974-75)	Application Pending

*Ambridge

(For the text of complete memorandum see Appendix.)

The "twin tech" concept is another innovation. This concept is currently operating at the Technical Memorial High School in Erie. The school operates six days a week and 45 weeks per year (instead of the normal 36 weeks). Students attend the school three days per week and eight hours a day (instead of the usual six).

The student has the option of enrolling in either the Monday through Wednesday, or the Thursday through Saturday shift with his schedule reversed for the second semester. The school operates with two faculties and administrations and the student receives both academic and vocational training at the vo-tech school.

Estimated capital savings over building a new school are \$443,000 per annum. Operational cost savings relative to operating a second school total \$241,000 per annum. The operational savings occur despite a doubling in the rate of depreciation of instructional equipment and the doubling of the teaching staff.

Year-Round Schools

Career education proponents have endorsed the concept of year-round schools. They are not alone in their endorsement. This fundamental change in education has been recommended for many reasons. Some of which are:

1. Increased educational flexibility.

A flexible and individualized curriculum is a necessary prerequisite for the successful implementation of a year-round school program. Students have the option of attending school throughout the year and may exit and re-enter at any time during the school year. Such a program requires flexible coursework and a competency-based curriculum. Because of the need for flexibility in a career education program, one may understand why career education proponents have endorsed this concept.

2. Utilization of the total community as a classroom.

According to John D. McLain, Director of the Research Learning Center, at Clarion State College (The Pennsylvania Year-Round Learning Center), "another key concept of the flexible all-year school is that the total community is the classroom: some things can be learned better outside the classroom."

3. Improved labor market entry.

Some have contended that under our present system too many graduating seniors (nearly 200,000 every summer) are dumped on a labor market that cannot absorb them at one time. The situation is further complicated by the

large number of students seeking part-time summer employment. Advocates of the year-round programs have argued that the labor situation might improve for high school graduates if they enter the working world at various times. In addition, the seasonal and part-time job situation might improve.

4. Increased academic retention.

According to the Philadelphia Inquirer (July 22, 1973), "for students, the program prevents loss of learning during the long summer--shortening the 'forgetting period'."

5. Increased cost savings.

It has been contended that a year-round school system can produce cost savings. According to John D. McLain, in some cases a cost savings may occur while in others, educational expenditures may increase. Whether additional costs will occur depends upon the local situation.

In the past several years, some of the Pennsylvania school districts that have or are considering the feasibility and/or the implementation of a year-round school program are:

Mill Creek Township School District
State College Area School District
Butler Area School District
Rochester Area School District
Fairview School District
Hempfield School District
Central Bucks School District
Gateway School District
Manheim Township School District
Neshaminy School District
Tunkhannock School District
Wissahickon School District

In addition, during the 1972-73 fiscal year, \$500,000 was appropriated by the Pennsylvania Legislature to the Department of Education for examination of the year-round school concept. Committed expenditures for the 1973-74 fiscal year are \$257,950.

CAREER EDUCATION - BENEFITS

In a study of the Federally funded career education program in Crawford County, teachers revealed that:

1. student interest increased.
2. reading comprehension increased.

Moreover, career awareness tests under the AWAKE program revealed that students participating in career education programs scored significantly higher on tests concerning career awareness vis-a-vis students not participating in the program.

Students at Admiral Peary Vo-Technical School, Ebensburg, Pennsylvania, have benefited from the application of career education to the vocational curriculum. Instruction centers around a "Task Title Glossary," a compilation of tasks for specific jobs originally prepared by vocational education experts from The Pennsylvania State University and the University of Pittsburgh. Technical instruction is of high quality in terms of both curriculum and faculty. Eighty percent of the school's faculty has work experience.

Because Admiral Peary has encouraged an innovative curriculum, the development of a knowledgeable faculty, and the measurement of a student by his ability alone (and not so much in comparison to other students), student interest at the school is high. For example, 98% of the students liked the school's flexible and individualized curriculum. On a five point scale pupils' attitudes toward school and work rated 4.45; student's potential employability was rated at 4.44.

A study of elementary students by Dr. LeVene A. Olson, Department of Vocational-Technical Education, Marshall University, indicates that the benefits of career education include increased academic achievement as well. For example, elementary students (grades 1 through 6) in career education programs scored:

1. 11% higher on language achievement.
2. 24.5% higher on mathematic achievement.
3. 18.5% higher on occupational awareness.

The Marshall study also found that:

1. Illustrating the value of academic skills in terms of their relationship to the career world provides an effective vehicle for achieving career education goals and academic subject goals.
2. An actively centered functional approach which illustrates abstract theory allows for a greater understanding of self, academics, and the career world.

3. Cooperative interaction with the individual is significant to the student. Parents, peers, teachers, counselors, administrators, and others of the community provide meaning to the process of normal education.

The Department of Education's study of vocational graduates indicated that almost two-thirds of the graduates employed on a full-time basis after graduation reported that they continued employment with their former co-op employer. In effect, the educational system has not only prepared these students for work but it has found it for them.

It is through these types of innovations and adaptations that Pennsylvania can better utilize facilities and staff to provide a more comprehensive quality educational program for more students in their field of interest.

RESPONDING TO PENNSYLVANIA'S NEEDS

Project Independence in its original concept dealt with the energy crisis. However, for the purpose of this paper, we are taking license to expand its meaning and application to the socio-economic-cultural crisis.

Some alternatives have been suggested; others will surface later. It can be said with some certainty that, no one program or approach is adequate.

We do need well coordinated, flexible programs to more adequately fill the needs of our youth, the State, and the nation.

Evidence strongly suggests the need for more career guidance and vocational training, interlaced with the academic curriculum. The study produced no evidence that the need for higher education is diminishing. The evidence does show that 84% - 90% of the job opportunities in the next ten to fifteen years will demand skills and training unrelated to a college degree.

The youth are willing. The system must be structured to give them an opportunity to be "a part of," not "apart from," our (theirs, too) dynamic ever changing society. They need a helping hand (guidance). They need prodding (motivation-encouragement). They need to know someone cares (inter-peer involvement).

This brief study gives strong support to the notion that money alone is not the answer. It does dramatically indicate a need for change.

Fortunately for Pennsylvanians, we have the resources. . . qualified people, and the money to do that which needs doing to make Project Independence, in its broadest meaning, a reality through a concept of a quality education and training program geared to needs of today and tomorrow.

This demands strong positive leadership. Pennsylvania must find it. Pennsylvania will find it.

Rogers C. B. Morton, U.S. Secretary of the Interior, indicated that inflation, the energy crisis, and related problems pose tremendous challenges to our nation. In meeting those challenges, the State and the nation have instituted a project of unparalleled proportions . . . Project Independence.

Project Independence in the original context dealt with energy. However, in application it should probably be all inclusive.

Project Independence, in this sense, will not only demand the accelerated and untiring efforts of each and every citizen, but also require a total response from the nation's institutions. If the nation is to make Independence a reality, we, in Pennsylvania, cannot continue to

absorb 200,000 high school graduates every summer who lack marketable skills. Our students need skills--not false hopes. As a result, the performance of our educational system must be improved. . . and an affirmative institutional response is needed. . . now.

The educational community must, more rigorously, adapt to a changing society. At the present time, over 18 million Americans are functionally illiterate. City school-children can't read. Elementary, secondary, and college students aren't learning and don't care to learn. Too many students, because they have "undernourished" career objectives and inadequate counseling, are saying:

"School in general, it didn't teach me things. It didn't teach me how to cope with society once I got out of school doors."

Inadequate educational performance can also be related to juvenile crime and delinquency, youths' apathetic work attitudes and lack of patriotism, as well as a general negativism prevalent in many segments of society. In the minds of some, our educational system has become so inadequate in preparing students for the work-world, that industry is considering the creation of its own instructional system such as the General Motors Institute.

An appraisal of our current problems and of our institutions is needed now. President Ford has directed government agencies to make an evaluation of where we are, where we want to go, and where we can reasonably expect to be five years from now. Moreover, the President has asked for new educational responses involving "a great new partnership of labor and educators," in order that "skills and intellect. . . harmonize so that the wheels of industry not only hum, but sing." Moreover, Ford stated that:

"At home, the Government must help people in doing things they cannot achieve as individuals. Accordingly, I have asked the Secretaries of Commerce, Labor and HEW to report to me new ways to bring the world of work and the institutions of education closer together. For your Government as well as you, the time has come for a fusion of the realities of a work-a-day life with the teaching of academic institutions."

Some alternatives have been suggested for the fusion of work-a-day life with the teaching of academic institutions. As evidenced by this study, career education is one such alternative. A career education continuum may not be the ultimate answer, but it can improve and motivate students academically and vocationally.

Extraordinary efforts will be needed by the nation's citizens and institutions, if we are to defeat inflation, increase productivity, and make Project Independence a reality. President Ford and others are confident that America's youth will make the difference in the solution of our socio-economic-cultural problems in the last quarter of the twentieth century. To do so, however, our youth must be properly educated, trained, and counseled.

With the proper education and counseling, America's youth will ultimately prevail. As President Ford once said: Our youth "are America's greatest untapped source of energy. But energy unused, is energy wasted."

I. ESEA Title I:

Title I of the Elementary and Secondary Education Act, passed in 1965 to improve the educational opportunities of educationally deprived children residing in areas with concentrations of low-income families, is the largest Federal aid to education program. With an annual appropriation in excess of \$1.5 billion, it has drawn the attention of hundreds of concerned citizens -- educators, parents, and other community members.

State ESEA Title I allocations are determined by the number of children residing in the respective school districts according to the following categories:

- A. Children ages 5-17 who come from homes where the annual family income is under \$2,000.
- B. AFDC children whose families receive DPA aid.
- C. Children who are court committed to institutions serving neglected or delinquent children.
- D. Foster home children.

In order to qualify for receiving this year's nearly \$70 million for over 370,000 Title I eligible children, school districts must submit an application describing the educational program, its objectives, and methods of implementation. To accomplish this, it is essential that the district conduct a needs assessment to investigate the educational needs of its disadvantaged children. Representatives of public and private schools, parents, and various community agencies are involved in this process.

II. Definition of Disadvantaged Children:

Disadvantaged children shall be defined as those children who have need for special educational assistance in order that their level of educational attainment may be raised to that appropriate for children of their age. The term includes children whose need for compensatory educational programs results from poverty, neglect, delinquency, or cultural or linguistic isolation from the community at large and are from those schools identified as having low performance scores on appropriate goals in Pennsylvania Quality Assessment Program.

III. Statistical Data Relating to ESEA Title I:

A. State Allocation: FY 1972 - \$67,113,702.00
1973 - \$64,998,117.00
1974 - \$69,645,708.00

B. Number of Pupils Enrolled in Title I:

FY 1972 - 339,567
1973 - 328,204
1974 - 290,000

C. Allocation Per Pupil, ESEA Title I:

FY 1972 - \$198.00
1973 - \$224.00
1974 - \$240.00

IV. Definition of Compensatory Education:

The term "Compensatory Education" shall be defined as educational programs and supportive services for school district disadvantaged children who because of social, economic, racial, educational or cultural barriers, cannot compete equally for basic educational responsibilities.

V. State Funds Available for Education of the Disadvantaged:

\$1,000,000 per year -- matching funds not to exceed 10% of total program cost. Per pupil costs records not available. For additional information relating to these funds, please see attached School Administrators' Handbook.

For additional information pertaining to the above, please call:

Mr. John M. Hyams
Senior Program Officer
Division of Compensatory Programs
Bureau of Special and Compensatory
Education
(717) 787-7135.



CITY OF PHILADELPHIA

DEPARTMENT OF PUBLIC WELFARE
YOUTH CONSERVATION SERVICES
Room 829, City Hall Annex, Philadelphia, Pa. 19107
MU 6-1776

JOSEPH S. WNUKOWSKI
Commissioner

EDNA THOMAS
Deputy Commissioner

September 12, 1974

Mr. William Fite
House Majority Research Staff
Room 609
Main Capitol Building
Harrisburg, Pa. 17120

Dear Mr. Fite:

In response to your telephone request regarding expenditures of this agency for State or Federal-thru-State funded programs, we are supplying the following information for Fiscal years 1972, 1973 and 1974:

Purchase of Service Program (Federal-thru-State Funded)	
Fiscal Year 1972	\$1,526,182
1973	1,558,880
1974	1,973,530

L.E.A.A. Program (s)	
Fiscal Year 1972	\$ 605,582
1973	433,509
1974	654,166 (includes \$41,666 in State Buy-in)

In addition, the City received \$112,500 per calendar year in funds from the State, through a Grant for Crime Prevention Programs for Juveniles.

In 1973, the Pennsylvania Economy League issued a report which stated:

"The Philadelphia Police Department JAD identified 4,700 members in 88 gangs, and estimated that the total membership in the range of 5,000 - 8,000."

If we can be of further service to you please feel free to contact us at MU6-6119.

Sincerely yours,

Sylvia M. Carroll
(Mrs.) Sylvia M. Carroll
Administrative Officer

SMC/jr

Philadelphia Gang Control Projects
LEAA Funding through Governor's Justice Commission

FY 1970

PH-003-70A	Phila. Dept. of Public Welfare	\$100,000
PH-025-70A	Phila. Dept. of Public Welfare	299,233
		\$399,233

FY 1971

PH-033-71A	Phila. Anti-Poverty Comm. /Safe Sts.	\$227,121
PH-034-71A	Phila. Dept. of Public Welfare	493,082
		\$720,203

FY 1972

PH-098-72A	Phila. Dept. of Public Welfare	\$321,009
PH-105-72A	Safe Streets Inc.	129,352
PH-171-72A	Phila. Police Dept. /expansion of JAD (Juvenile Aid Division)	317,233
		\$767,251

* FY 1973

PH-136-73A	Phila. Dept. of Public Welfare	\$250,000
PH-140-73A	Safe Streets Inc.	225,078
PH-173-73A	Dept. of Public Welfare - Phila.	250,000
		\$725,078

FY 1974

PH-74-C-C4-5-248	Safe Streets Inc. (6 months only)	\$ 87,222
PH-74-C-B1-5-249	Phila. Dept. of Public Welfare (6 months only)	99,138
PH-74-C-B1-5-258	Phila. Dept. of Public Welfare (6 months only)	98,127
		\$284,487

Total FY 70, 71, 72, 73 & 74	\$2,896,252
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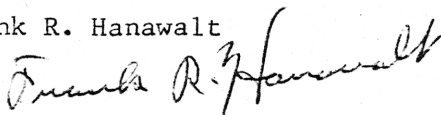
July 3, 1974

SUBJECT: Vocational Education Information

TO: Mr. Greg White

cc: Dr. John W. Struck
Mr. Robert D. Edwards

FROM: Frank R. Hanawalt



As requested, I have enclosed several materials for your information. The post day vocational education programs (third shift) are indicated on a separate page. The memorandum dated June 1, 1973 is attached to a listing of area vocational-technical schools and boards. I believe a review of that list will assist you in determining the number of area vocational-technical schools there are in existence throughout the state.

Also enclosed is the latest copy of the Achievement Report providing statistical information relative to organization and establishment of these schools. Pages 19 and 20 include a listing of the schools showing opening dates and whether or not they are full time or part time operated.

I hope this information will be useful for your purposes and feel free to give me a call if you have any other questions or if there is any other information you would like to have.

Post Day Vocational Education Programs
(Showing Schools and Dates of Approvals)

Eastern Northampton County AVTS	6/12/72 & 10/5/72 8/1/73
Bucks County AVTS (Approval "for a one year period only".)	6/30/72
North Montco AVTS	8/3/72
Lehigh County AVTS	8/16/72
Middle Bucks County AVTS (Approval was granted "not to exceed two years".)	8/30/72 & 9/19/72
Central Montgomery County AVTS	9/5/72
Erie County AVTS	9/6/72
* Ambridge Area School District	6/27/73
Central Westmoreland County AVTS (Expected to begin during 1974/75)	Application Pending

* Ambridge