

IMPLICATIONS OF THE YOUTH EMPLOYMENT AND DEMONSTRATION PROJECTS
ACT: PL 95-93: AN APPLICATION OF POLICY ANALYSIS TECHNIQUES

by

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PREFACE

There have been many efforts over the years to identify the nature of and most appropriate legislative response to a variety of social problems. Legislators and policy analysts have grappled with many of the same problems and have often done so at the same time but without communicating to one another the results of their separate efforts. It has often been argued that one of the major reasons for such a state of affairs is a general lack of congruence between the techniques of policy analysis and the needs of policy implementation. This lack of congruence is evident when the steps to improve the schools taken by the legislative bodies of the various states are considered. It is even more evident when Federal legislation impacting on local school systems is reviewed.

This problem is a dual one. The policy analyst has been unable to convince the policy-maker that there is a need to apply analytical techniques prior to the formalization and implementation of policy. The policy-maker, and particularly the legislator, has been unable to convince the policy analyst that a timely input is the first priority when formulating a response to a given problem. As a result, a good deal of policy is formulated and implemented on the basis of faulty or non-existent prior analysis of its potential impacts. If there is a model of current practice for the development of policy in the legislative arena, and particularly in the Federal arena, it may well be something of the nature of the following:

1. Identify a problem that appears amenable to legislative action.
2. Draft legislation that addresses that problem and that is similar to previous legislation in the general area identified.
3. Implement the legislation.
4. Fund the programs established for several years.
5. Decide whether or not to continue the funding at the level of the past several years based on evaluations of the programs after they have been in place for a period of time.

There are two obvious fallacies associated with this approach. First, legislation in a given area is often based on legislation in similar areas that has, at best, been insufficiently analyzed. Often, the model legislation has not been in place long enough for the summative evaluations relied on in the above model to have taken place. Or, while the legislation has been in place for a considerable period of time, the summative evaluations may not have been conducted, either because of limited resources provided for such evaluations or because the goals of the legislation were so vague that evaluation can tell little about the program's outcomes.

Second, failure to analyze the legislation before implementation has, historically, led to the passage and funding of legislation which, when implemented, has little or no positive affect on the problem for which it was designed as a solution. Several reasons could be given for this situation. The process used implies that the fit of the solution to the problem is assumed rather than demonstrated. Past errors

are perpetuated rather than corrected. Failure to consider unintended consequences has made minimization of the adverse impact of those consequences impossible to achieve. A tendency has long existed to assume that a poor program is better than no program at all. Finally, failure to examine the problem and fully define it before a solution is sought has tended to force the definition of problems in terms that relate to the prior legislative efforts upon which present solutions are based.

These considerations aside, another major problem growing out of the tendency to rely on ex post facto evaluations of programs can be readily identified when the nature of the Federal and State bureaucracies that must ultimately administer the legislation is addressed. If the above considerations are overlooked, it can still be seen that this approach could tend to leave many marginal programs in place because of the inertia that often overtakes efforts to eliminate or greatly curtail programs once they have become institutionalized. Thus, even though subsequent evaluation of a program may indicate that the expenditures required to maintain it are not justified, pressures from within the bureaucracy and from special interest groups that derive unintended benefits from the program may block its revision.

It appears that a program that is implemented because one similar to it seemed appropriate in the past is primarily reflective of the lack of congruence between policy analysis and policy implementation referred to above. What seems to be needed is an approach that permits an early and accurate assessment of the likelihood that a given program will in fact achieve the goals that are intended and will do so without creating

unintended negative impacts. The development of such an approach is the goal of this study.

The conduct of this study has relied heavily on inputs from a number of people. To name them all would be impractical but several should be singled out for particular mention. Dr. A. P. Johnston has my deep appreciation for his guidance and interest in this study and in my program of studies at Virginia Polytechnic Institute and State University. I am also indebted to the other members of my committee, Dr. Loyd Andrews, Dr. J. E. Haslett, Dr. Lawrence McCluskey and Dr. Robert McGough, for their patience and understanding throughout.

Thanks are also extended to _____, Executive Director of the National Association of State Boards of Education (NASBE) and the members of his staff who guided the National Task Force on Youth Employment Policy; to _____ of the Department of Labor's Youth Employment and Training Administration who guided me through the maze of the Federal bureaucracy; and to Dr. Gary Fenstermacher who helped to clarify and focus the concept analysis efforts that were so important to the study.

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Chapter 1

INTRODUCTION

On August 5, 1977, President Carter signed Public Law 95-93, the Youth Employment and Demonstration Projects Act (YEDPA). This act, which amended the Comprehensive Employment and Training Act (CETA), contained provisions that had the potential to radically alter the vocational education and training of American youth. Especially affected were those youth categorized as structurally unemployed, i.e., those for whom unemployment may be one part of a vicious social cycle not of their own making. In addition, there was a strong possibility that, as a result of this legislation, Local and State Education Agencies would find their role in the delivery of vocational programs to be significantly altered. Whether and how those potentials would be realized and what could be done to shape and/or limit the impact, especially on Local Education Agencies (LEAs), are, or should be, genuine concerns for the educational community.

The general purpose of the Youth Employment and Demonstration Projects Act (YEDPA) was "To provide employment and training opportunities for youth and to provide other improvements in employment and training programs."¹ The YEDPA contained three sub-parts of potential interest to the school systems. These were: Sub-part 1 of Part C, Youth Incentive Entitlement Pilot Projects (YIEPP); Sub-part 2 of Part C, Youth Community Conservation and Improvement Projects (YCCIP); and Sub-part 3 of Part C, Youth Employment and Training Programs (YETP).

The intent of Sub-part 1 was to provide part-time employment and/or

part-time employment and training for economically disadvantaged youth who "...resume or maintain attendance in secondary schools for the purpose of acquiring a high school diploma or in a program which leads to a certificate of high school equivalency."² Sub-part 2 was expected to provide "...employment, work experience, skill training and opportunities for community service to eligible youths (i.e., unemployed and aged 16 to 19 inclusive) for a period not to exceed twelve months."³ Sub-part 3 provided for a wide variety of programs including work opportunities, productive employment and work experience, and supportive services. Supportive services included but were not limited to: Counselling and career information, literacy training and bilingual education, attainment of a high school equivalency certificate, development of basic and job skills, child care, job restructuring and transportation assistance. A unique feature of Sub-part 3 was the requirement that at least 22% of the funds available under this Sub-part "...shall be used for programs for in-school youth carried out pursuant to agreements between prime sponsors⁴ and local education agencies."⁵

The various programs established under the YEDPA, then, provided an incentive in the form of financial assistance to the LEAs if they cooperated with those programs. This was especially true of Sub-part 3 but applied to a lesser extent to the other sections of the YEDPA as well. One of the interesting nuances, however, was the source of the monies made available to the LEAs under this act. The Department of Labor was the administering agency for the Comprehensive Employment and Training Act (CETA) and, therefore, for the YEDPA. At the local level,

the CETA prime sponsors were the effective interface between the LEAs and the YEDPA. At the very least, the availability of Federal Funds for vocational programs from a source outside of the traditional educational hierarchy may have had serious financial, governance and operational implication for the LEAs and the SEAs across the country. The specific form and operational definition of Education Agency involvement was, however, somewhat unclear. Thus the nature of the implications and the areas in which they impacted the educational system could not be readily identified, leaving a vast area of ambiguity and potential conflict in the administration of the nation's public schools.

Statement of the Problem

The present study was designed to clarify and explore the implications of LEA involvement with the YEDPA programs. The specific problem of the study was to establish the potential consequences of this act for Local Education Agencies. The questions to be answered were:

1. What assumptions formed the basis of the YEDPA legislation?
2. How will the YEDPA be administered with respect to the LEAs?
3. What were the YEDPA program goals?
4. What projects under the YEDPA were likely to be fully funded in the future?
5. Were the assumptions of the legislation and their potential consequences recognized and understood by decision-makers in the school systems?
6. Was the process used to conduct this study adaptable to the

prior analysis of other educational policy concerns?

Statement of Need

Evidence of the need to identify and clarify the implications of this legislation was found in the intent of Congress in passing the YEDPA. This act was to be funded for, at most, two years. At the end of that time, the most successful programs were to be selected and implemented in a nationwide effort to reduce youth unemployment. The demonstration projects were funded at the level of \$1.5 billion for a fiscal year in which at least half of the funding period was taken up with start-up activities. Full implementation of the preferred programs was likely to approach and may well have exceeded the \$10 billion level according to Department of Labor estimates.⁶ Without prior knowledge or consideration of the potential impact of this program, LEAs were likely to drift into programs that may or may not have served the educative process but that provided the school system with substantial sums of money and were, therefore, attractive in the short term.

Further indications of the necessity to closely scrutinize the various provisions of this act could be found in the record of the Committee hearings that culminated in the passage of Public Law 95-93. The Senate Committee on Human Resources offered the following as part of the justification for providing "...a significant financial incentive for improved cooperation between the local prime sponsors and educational authorities."⁷

Policies to help meet youth employment problems...must reach back to the education system and forward into the em-

ployment community....Support could be given for...new institutions at the local level which would involve employers and unions as well as the schools. These new institutional approaches would be directed at...greater integration and linkage of employment service assistance with that of the school based counselling and job search assistance. New linked approaches appear necessary between the schools...and CETA.⁸

Additional implications could be found in the supplemental view of various members of the House Committee on Education and Labor who pointed out that "...under the Vocational Education Act...a participant can only earn a maximum of \$45 per calendar month and no more than \$350 per academic year."⁹ When compared with the potential income from the various YEDPA programs, which provided in-school youth with up to twenty hours per week at a minimum of \$2.95 per hour, it became apparent that the incentive to enter the YEDPA programs would be great by comparison with more traditional vocational programs. When coupled with the argument that the "...educational system has failed in meeting the needs of the nations disadvantaged population (because the) vocational system has traditionally been more responsive to the needs of rural population groups."¹⁰, it seemed there was a strong possibility that the YEDPA would have a major impact on the vocational training programs of many education agencies and school systems.

The YEDPA linked institutional change efforts, directed at the school systems, to significant financial considerations. The hope seemed to be that the availability of monies, to the Local and State Education Agencies as well as to the youth eligible for YEDPA participation, would prove to be an effective lever that would bring about revisions in the vocational programs administered by the schools. When other provisions

of the Act, involving such areas as personnel hiring practices, awarding of academic credit, revision of overall curricular requirements and certification of the value of YEDPA programs were considered, the ultimate question may well have been whether or not the schools could afford to accept this infusion of Federal dollars.

As of this writing, there has been scant information available to indicate that formal consideration has been given to the potential consequences of the YEDPA for the school systems of the nation. Conversations with the various Committee and Congressional staff members familiar with the YEDPA¹¹ indicated that, in fact, to seek examples of such efforts is evidence of a failure to understand the legislative process. Requests to the Congressional Research Service of the Library of Congress, made through the offices of Senator Harry Byrd and Representative G. William Whitehurst of Virginia, substantiated the failure to address such questions at the Congressional level. This was true not only with respect to the YEDPA itself but also was more generally true in the area of Federal legislation dealing with employment and/or training and education. Indeed, some members of Congress were concerned that:

Considerable sums were being spent...to experiment with the problems of youth in the Office of Education, in the National Institute of Education, and other agencies of the Department of Health, Education and Welfare and the Department of Labor. Yet, this Congress (ninety-fifth) has not spent any time trying to find out what they've come up with.¹²

The lack of data identifying the potential consequences for the school systems in general and the Local Education Agencies in particular, when coupled with the apparent institutional change and other goals of the

legislation indicated that a need for this study existed. The salience of such an effort was further emphasized by the statement of Ms. Etta Williams of the Youth Employment and Training Administration of the Department of Labor who stated that it was "...the intent of Congress, as stated in the legislation, that, whether educators want it or not, there has to be a closer marriage between the education people and the manpower programs."¹³ Given this attitude, regardless of the actual intent of the Congress, it seemed important for the educational agencies and the schools to identify the appropriate kinds of interfaces between the CETA Prime Sponsors and themselves.

Statement of Purpose

It is the intent of this study to provide evidence to support the contention that prior analysis of the potential outcomes of legislation is both possible and practical. Elected representatives seem to believe that such analysis would significantly delay the legislative process if it were entered into. They, therefore, routinely formalize their beliefs into legislation and defer consideration of the impact of that legislation on the grounds that any program is better than no program. This study takes the position that the impact can be considered during the legislative process and that, if it were, the program issuing from that process would be more likely to achieve the goals intended. While the emphasis will be on the prior analysis of legislation, there is also an intention to demonstrate, by analogy, that such analysis is possible with respect to administrative policy decisions as well.

The approach to be taken throughout this study is to apply a process for legislative analysis that can be adopted by Federal, State and Local policy-makers, including legislators, and that can be adopted without seriously dislocating the legislative process. While the approach taken is based on a number of relatively standard techniques, the attempt to combine those techniques to conduct prior analysis of a piece of legislation will provide a model that can be modified and adapted to future efforts of legislators and other policy initiators. The result of this effort is a study of the process by which policy should be implemented or, more to the point, the process by which proposed policy should and could be analyzed before implementation to insure that it will achieve the desired outcomes.

The vehicle selected for this study was the Youth Employment and Demonstration Projects Act (YEDPA) of 1977. This act was chosen for several reasons. First, it represented a departure from previous Federal legislation, at least in the view of its proponents, in that it attempted to force the school systems and the employment and training systems to interact and cooperate in the provision of services to the unemployed, especially to unemployed youth. Second, the act appeared to have been somewhat hastily drawn up to permit the establishment of programs that could utilize funds made available before enabling legislation in this area had been enacted by the Congress. Third, the implications of the legislation for local school operations were, in-so-far as the record of Congressional debate is concerned, largely ignored despite the potentially high impact of the legislation. Fourth, the assumptions upon which the act was based were quite clearly stated by a number of proponents of the program and were,

therefore, relatively amenable to analysis. Finally, because of the nature of the legislative requirements of the act, familiarity with the initial and most obvious impacts of the legislation was considered likely on the part of local school personnel.

This study thus represented the type of report that might be sought before the enactment of any policy, whether it be legislatively or administratively enacted. The procedures employed were considered to be representative rather than definitive. The process, which involved an attempt to determine how the individuals and/or agencies affected perceived the impact of the policy and an effort to unpack the assumptions upon which the legislation was based, was considered a vital aspect of the study. Whether or not the applications of the process by which this study was conducted would improve all legislations is problematic. It was, however, assumed that this process would minimize the number and impact of the unintended adverse outcomes that often result when policy is established by the more conventional process outlined above.

Limitations

The effort to identify the assumptions that underlay the legislation was limited in two important senses. First, only assumptions that seemed to have a potential relationship to the functioning of the LEAs were considered. Second, the procedures used to ascertain the nature of the underlying assumptions were limited to a review of the record of the testimony before Congress and the deliberations on the floor of both Houses of the Congress and in the conference committee that prepared the final form of

the legislation.

A further limitation to the overall process entered into related to the specific lens through which the analysis viewed the legislation. No attempt was made to go beyond the question of school-related factors. In addition, the economic and political analytics normally involved in policy analysis were not addressed in the effort to establish the usefulness of the process that this study sought to describe.

Definitions

CETA - The Comprehensive Employment and Training Act (CETA) was signed into law in 1973 in an effort to consolidate and streamline the delivery of employment services and, at the same time, to decentralize program administration.

Participant - As used in this study, any individual who received services through the employment and training programs sponsored by the Department of Labor. An in-school youth who takes part in the YETP would be considered a participant.

Prime Sponsor - The local agent of the CETA program. A prime sponsor must 1) be an elected governmental body representing a population of at least 100,000; 2) be a consortium representing elected governmental bodies that, in aggregate, represent a population of at least 100,000; 3) be part of the state government representing all areas of the state that do not qualify for services under 1 and 2 above.

YEDPA - The Youth Employment and Demonstration Projects Act (YEDPA) was adopted on August 5, 1977. It amended the CETA to include a variety of

programs to provide employment and training services to unemployed and underemployed youth.

YETP - The Youth Employment and Training Programs (YETP), Sub-part 3 of Part C of the YEDPA, were intended to provide employment services to in-school youth and to bring about closer cooperation between the prime sponsors and the Local Education Agencies.

Overview of the Study

The study began with an introductory chapter in which the problem was identified and the need for and purpose of the study was established. This was followed, in Chapter 2, with the presentation of the methodologies that were to be applied to the problem. Within the chapter on methodologies, six research questions were posed to provide a focus for the study. In addition, the study was broken down into four stages and the specific methodologies appropriate to each of those stages was explored.

Chapter 3 presented the results of efforts to analyze the Legislative and Administrative components of the YETP. The assumptions upon which the legislation was based were identified first. This led to a summary of recent employment and training legislation. The summary began with a general discussion of the CETA and ended with a detailed description of the YETP. The chapter concluded with a review of the administrative regulations that actually implemented the YETP.

In Chapter 4, a composite YETP proposal was developed. The composite proposal was based on a review of prime sponsor submissions and

Department of Labor documents that contained indications of the Department's intent with regard to the future of the YETP. In Chapter 5, the results of the preceding chapters were consolidated into a Delphi survey instrument and data collection efforts were described.

Chapter 6 dealt with the results of the modified Delphi study and the data collected was presented and discussed in that chapter. The discussion was conducted in two phases. First, the discussion focused on sets of items with similar mean response scores on the likelihood and impact scales that were used. Second, the discussion focused on the categories to which the items had been assigned, eg., Administration, Finance, etc. In the discussion of the Student category, an effort was made to address responses from other categories that seemed to have a bearing on the Student outcomes. This provided an opportunity to observe the interactions between the items from various categories and to gain further insights into the reasons for various response patterns.

In Chapter 7, concept analysis techniques were applied to the assumptions on which the YETP was based. Five assumptions that were specific to the educational thrust of the YETP and two general assumptions about the nature of Federal intervention efforts were considered. In Chapter 8, the study was summarized, conclusions were drawn and recommendations were made.

Chapter 2

METHODOLOGIES

In attempting to analyze the policy implications of a particular piece of Federal legislation, it was assumed that there was a more or less rational approach that could be taken. The legislation, at least theoretically, was drafted and ultimately adopted in response to certain perceptions on the part of the Congress as to the nature and causes of a particular problem. That the Congress perceived a given situation as a problem was, in itself, significant to the policy analysis. The result of that perception would be some legislative action that could affect large numbers of people as, when and if a "national" solution was agreed upon and enacted.

With reference to the problem of youth unemployment, the Congress took legislative action, thereby indicating that the situation had been perceived as a national problem. To identify the implications of the Congressional solution for the school systems of the various states, then, appeared to require the completion of several distinct but closely related steps. First, an effort was made to identify the nature of the assumptions upon which the legislation was based. Second, the assumptions were related to the content of the legislation with the intent of determining how they affected and shaped the response of Congressional leaders to the perceived problem. Third, the outcomes of the administrative efforts to implement the legislation were detailed and compared with the assumptions that had guided and shaped the legislation. Fourth, each of the assumptions were

analyzed with the intent of determining precisely what the intended outcomes were and how the assumptions may have affected the likelihood of achieving those outcomes. Fifth, the anticipated outcomes of the legislation, as viewed by school administrators, were identified. Sixth, conclusions were drawn about the overall effect of the program as an approach to the resolution of the perceived problem of youth unemployment. Finally, conclusions about the usefulness of the process as a means to conduct prior analysis of policy proposals were drawn and recommendations for future study made. Throughout the analysis effort, the primary source of inputs was the public record of the program. This was true up to the point at which implementation procedures were compared with the effect of the program on the school systems. At that point in the analysis, empirical data was sought that would allow conclusions to be drawn reflecting the perceptions of the school systems themselves relative to the impact of this legislation. Thus, the analysis of the youth employment programs proceeded from an historical base to an empirical base and the final conclusions reflected an attempt to conceptually reconcile any differences that were perceived between the two.

Research Questions

In order to formalize the study described above, several specific research questions were posed. The questions addressed were phrased and detailed in an effort to provide a process framework within which methodologies could be detailed and by which a phased approach to the study of the youth employment programs could be entered into. Each

question was answered through the application of a specific methodology or methodologies and each question was, in a sense, free standing, at least in so far as the effort to arrive at an answer was concerned. Thus, the research proceeded in clearly identifiable stages and the outcomes of each stage were reported more or less independently of the other stages. The final section of the study, in which conclusions were drawn, attempted to tie together the various stages and to present a total summary of the research findings. The questions addressed were:

Question one. What assumptions formed the basis of the YEDPA legislation and, therefore, underlay the programs being studied? The record of the Congressional debate over the youth employment legislation provided the bulk of the answer to this question. The statements of Senators and Representatives were taken at face value, i.e., it was assumed that the members of Congress meant what they said in the way they said it. The effect of this assumption was seen when conceptual analysis of those statement was undertaken. At this point, the intent was to determine what assumptions were behind the decision to initiate Federal legislation designed to alter the relationships between the employment service agencies and the educational agencies. Historical methodologies were employed and the majority of the effort concentrated on source documents such as the Congressional Record and on the content of the legislation itself.

Question two. What interfaces between the CETA prime sponsors and the LEAs were mandated by legislative and/or administrative action with

respect to the YETP? This question was basic to the resolution of the research problem. A clear and unambiguous answer had to be provided as a starting point for further study. Additionally, it was necessary to answer this question if the degree of congruence between policy intent and program impact was to be identified. Again, historical methodologies were employed. The administrative regulations of the Department of Labor and the specifics of the youth legislation were closely scrutinized and their implications and apparent intent were sought.

Question three. What program components made up a typical YETP proposal submitted by CETA prime sponsors? The answer to this question provided the basis for the empirical study of the likely results of the YETP implementation effort on the part of the Department of Labor. A review of the YETP submissions of selected prime sponsors was conducted with the intent of identifying those factors that appeared to be either common to most proposals or of particular interest to the Department of Labor in implementing the YETP. As a result of this review a composite proposal was developed that incorporated program components that appeared to be most likely to form the basis of a national youth employment program once the demonstration period had been completed.

Question four. What problems would apparently have the greatest impact on the school systems as YETP programs were implemented upon completion of the demonstration period? The results of inquiries made by the National Task Force on Youth Employment Policy formed the basis for answering this question. The Task Force brought together represen-

tatives from a variety of national organizations whose members could be expected to be concerned with the impact of the YEDPA. The Task Force met to discuss the potential problems created by implementation of the youth employment legislation and to develop potential solutions to those problems. The present study drew on the results of that effort and, through the application of a modified Delphi technique, sought to determine the degree to which local actors in the school systems agreed that the problems identified by the Task Force would have an impact on their local operations. Empirical data collected through the application of the modified Delphi formed the basis for many of the conclusions drawn about the potential impact of youth employment programs with respect to the schools.

Question five. Were the assumptions upon which the Congress based the YEDPA legislation conceptually valid? The answer to this question provided the basis for the conclusions of the study in one major area, i.e., the area that looked at the congruence and rationality of the programmatic assumptions of the YETP. Conceptual analysis of the assumptions upon which the legislation was based provided the methodology by which an answer to this question was arrived at. The primary intent was to establish the validity of each assumption as a program base and to determine the extent to which the various assumptions were mutually supportive and rationally consistent.

Question six. What conclusions could be drawn about the YETP as a program intended to improve the employability of disadvantaged youth

in the United States? The attempt to answer this question involved a review of the answers to the preceding questions with the major emphasis being the identification of congruence between the assumptions and the outcomes of the program as anticipated by members of the school systems with which the YETP sponsors must interface. The review assumed that the assumptions were found to be internally consistent and valid and externally rational without regard to the results of the conceptual analysis undertaken in the resolution of question five. In this effort, each assumption was tied to specific predicted outcomes and the overall effect of the program was examined. Conclusions were based on the results of the total research effort and led directly to recommendations for the future relative to the youth employment programs as they might well affect the public schools of the nation.

The research questions may be summarized as follows: 1) What did the various actors want youth employment policy to accomplish? 2) How did they go about achieving the desired outcomes? 3) Were the actual outcomes congruent with the desired outcomes? 4) If so, why and if not, why not? It should be pointed out that one of the basic assumptions of the study was that an analysis of the actions and outcomes without attempting to identify intentions would be a rather sterile activity. In addition, while the identification of the intent of the actors would seem to require nothing more than a sifting of the public record, there was also a necessity to determine whether or not the expression of intent formed an adequate base for policy action. Finally, when the above study was completed, there still remained the question of the whether or not the

process involved could be applied to other efforts to initiate policy, either legislatively or administratively, at the Federal, State and Local levels.

Conceptual Framework

The conceptual framework of the study, as depicted in Table 1, envisioned four distinct stages, each separate from but related to the other stages. Within a given stage, data was gathered, methodologies applied and outcomes arrived at without regard to the other stages. The overall conduct of the study was, however, carried out with the knowledge that the outcomes of each stage were an important part of succeeding stages. In fact, as Table 1 showed, some of the outcomes of the early stages were required inputs for the completion of later stages. Thus, there tended to be some overlap and no one stage was begun and completed in a total vacuum with respect to the other stages. The four stages of the study, then, were:

1. Identification of the assumptions behind and the content of the legislative enactments that instituted the YETP as part of the YEDPA and of the content of the administrative regulations that implemented the YETP.

2. Development of a composite proposal based on a review of the submissions of selected prime sponsors in response to the legislation and the administrative guidelines.

3. Collection and interpretation of data identifying the perceptions of actors at the local school level with respect to the likelihood of occurrence and the impact of potential outcomes of the YEDPA.

Table 1

Conceptual Framework of the Study

STAGE OF STUDY	RESEARCH QUESTION	METHODOLOGY	OUTCOME OF THE STAGE
1	#1 Legislative Assumptions?	Historical	Basis for conceptual analysis.
	#2 Legislative and Administrative Requirements?	Historical	"If..." portion of Delphi survey instrument.
2	#3 Content of YETP proposals?	Historical	Composite prime sponsor proposal
3	#4 Impact of YETP? (Task Force)	Participant Observer	"Then..." portion of Delphi survey instrument.
	#4 Impact of YETP? (Local Actors)	Modified Delphi Technique	High likelihood/high impact outcomes.
4	#5 Assumptions Valid?	Concept Analysis	Congruent/rational assumptions.
	#6 Conclusions and Recommendations?		Integration of all stages of study.

4. Conceptual analysis of the legislative assumptions underlying the YEDPA in general and the YETP in particular with emphasis on the conclusions and recommendations implied by the outcomes of the analysis process.

First stage. The first stage of the study relied heavily on historical methodologies. In this case, the historical question to be answered was basically factual. There was little attempt to identify or speculate upon the intent of the various actors. Rather, an understanding of the outcomes of their actions was sought. As has been mentioned, the statements of individuals and their stance on given issues were accepted as reflecting their views without exception. While this may have created some problems in that public postures do not always reflect the private beliefs, attitudes and intentions of political or bureaucratic figures, it was felt that, at this point in time, explanation of the record on youth employment served the required function of providing a baseline for the remainder of the study. Additionally, an attempt to identify motives or to uncover inconsistencies between public and private statements of key persons would have taken the study far beyond its intended purpose.

The historical research was concentrated on two levels of documentation. First, the Congressional Record was consulted for the purpose of establishing the content of testimony and debates both in the various committees and on the floor of the Congress. Second, the Federal Register was studied in conjunction with official publications of the Department of Labor to establish the administrative approach taken in

response to the youth employment legislation. Interpretation of events was limited to an effort to determine, based on the statements of the actors, what the assumptions were that led to the specific legislative actions of the Congress. In most cases, the necessity to interpret the statements of Congressmen and Senators was kept to the level of extrapolating statements of the supporters of the youth employment legislation to apply to others who did not specifically express their views but who joined in supporting the act.

Second stage. Once a baseline was established that provided an idea of the assumptions that led to the youth act and that detailed the specifics of the legislative and administrative response to the problem as perceived by the Congress, an effort was made to develop a composite YETP proposal. This effort constituted the second stage of the study. In this stage, the record of YETP submissions from a variety of CETA prime sponsors was examined and a summary of the program components was developed in each of the important areas of the YETP as detailed in the administrative regulations. This effort was, in essence, based on a continuation of the historical study taken in the first stage.

After the review had been completed, a composite proposal was developed that attempted to predict how the Department of Labor would respond to its mandate from Congress that the demonstration phase be used as the basis for recommendations on the nature and content of long-range programs. This effort was primarily projective and was based on knowledge gained in the first stage as well as on the review of prime sponsor proposals conducted during the initial effort on the second

stage of the study. Combining the legislative and administrative requirements of the program with the prime sponsors' proposals allowed the generation of a prototype proposal in outline format. The outline was based on projections from current proposals and other sources and focused on the areas in which the Local Education Agencies were most likely to interface with the prime sponsors as YETP programs were implemented.

It should be pointed out that the intent of the composite proposal was not to generate a complete grant application as would be required of a prime sponsor. Rather, the outcome of this stage was intended to be a short summary showing the nature of the programs and the actions required of the LEA by the proposals that appeared to be most likely to receive full funding in the future. The result was an outline that actors within local school systems could react to in an effort to identify likely consequences of the YETP for their schools.

Third stage. The third stage of the study was based on inputs obtained from the National Task Force on Youth Employment Policy of which the author was a member. The Task Force used a modified Delphi technique to identify potential problems for local schools arising from the implementation of the YEDPA. The membership of the Task Force was fairly broad in terms of the organizations represented (Appendix B) the outcomes were, of necessity, restricted to the perceptions of persons at the national level of those organizations. It was believed, however, that the Task Force members, during the several days of meetings attended by the author, provided valuable inputs concerning the outcomes of the

YETP. The results of the historical study conducted in the first two stages and additional inputs relative to the consequences of prior Federal programs were combined with the expert judgements provided by the Task Force to build a profile of the consequences to be expected if and when the various components of the composite proposal from the preceding stage were implemented.

This process ultimately led to the identification of a number of potential impacts of the YETP. The impacts were translated into a series of "If...Then..." propositions relating to LEA involvement in the YETP. The legislative and administrative requirements were reflected in the "If..." portion of the statement and, therefore, became the initiating events for the outcomes that were evaluated. The various problems identified by the National Task Force were translated into the "Then..." portion of the statement, that is, into the outcomes to be evaluated. Each statement then became part of the instrument that formed the basis of efforts to identify the manifest and latent consequences of the YETP that local actors felt would have the greatest significance for the schools. That identification was accomplished through the conduct of a modified Delphi procedure intended to establish the likelihood of occurrence and the impact of each of the outcomes identified.

In order to be successful, a Delphi procedure must be based on inputs from individuals who could be considered experts in the field under investigation.¹ A stratified sample of CETA prime sponsors (Table 2), established by the Department of Labor for use in predicting national employment trends, was selected as a vehicle to assist in the

identification of local school personnel who would meet that requirement. The Delphi instrument and supporting materials, reproduced in Appendix A, were sent to various actors representing local school districts whose boundaries fell within the geographical areas served by prime sponsors selected from the Department of Labor's sample. The respondents were asked to evaluate each proposition on two scales. One called for their best estimate of the likelihood that the "Then..." statement would occur given the occurrence of the "If..." statement. The estimate of likelihood was to be reflected on a six point scale ranging from highly unlikely to highly likely to occur. The other scale called for the respondents' estimate of the impact of the proposition if the "Then..." portion should occur, regardless of the likelihood that had been assigned to it. The impact scale also used a six point scale ranging, in this case, from highly negative to highly positive impact.

To aid respondents, a brief summary of the YEDPA, with particular emphasis on the legislative and administrative requirements bearing on LEA participation in the YETP, was included in the response package. Each respondent was also provided with a copy of the composite prime sponsor proposal developed in stage two of the study. Fifteen to twenty respondents were selected for each iteration of the Delphi and were asked to consider the information provided in the response package as well as any additional information they had available to them relative to the YETP and their local situation. The respondents were asked to treat each proposition as a unique case, i.e., they were not to attempt to rank order outcomes from the most favorable to the least favorable. Rather,

Table 2
Stratified Sample of Prime Sponsors

POP.	CITY	COUNTY	CONSORTIUM	STATE
0-299,999	Pasadena, TX ^a Duluth, MN Wilmington, ^a IL Pasadena, CA	B. O. Cleveland Co., OH Clayton Co., GA Elkhart Co., IN ^a Greene Co., OH ^a Scott Co., IA ^a B. O. Wake Co., NC ^a Rensselaer Co., NY ^a Fairfax Co., VA Rock Island Co., IL Webb Co., TX ^a B. O. Mercer Co., NJ	Texarkana Cons., AR. ^a Durham Cons., NC Texas Panhandle Manpower CBRT, TX ^a	
300,000- 699,999	Gary City, IN ^a Baton Rouge ^a City, LA	Dutchess Co., NY ^a Washington Co., PA ^a Fulton Co., GA Galveston Co., TX ^a Washoe Co., NV ^a Saginaw Co., MI ^a B. O. Pierce Co., WA Brevard Co., FL ^a B. O. Camden Co., NJ Hillsborough Co., NH	Penobscott-Ilucock CBRT, MI ^a Raleigh Cons., NC Winno/Fond Cons., WI Col. Sprgs. CBRT, CO ^a Will Co. Cons., IL Jackson Co. Cons., OR Trico CETAC Cons., WI Lancaster Cons., PA ^a Fort Worth Cons., TX	B. O. Alaska
700,000 and more	Denver City/ County, CO Buffalo NY ^a Houston TX ^a	Westmoreland Co., FL Stanislaus Co., PA ^a Marloopa Co., AS Oakland Co., MI	Mercer Co. Cons., PA ^a Lehigh Vly. Cons., PA Canton Cons., OH Erie Cons., NY ^a SE Tidewater Cons., VA Columbus Cons., OH ^a	B. O. Maryland ^a Idaho Statewide Utah Statewide B. O. Mass. ^a B. O. Miss. B. O. Ohio

^aPrime Sponsor area from which respondents to the Delphi survey were drawn.

they were required to state the likelihood of each outcome and its potential impact in light of the implications of that outcome only. Finally, the respondents were encouraged to make any comments they felt appropriate in explaining the rationale for any specific judgements they made while completing the Delphi instrument.

In an effort to ensure that potential respondents would, in fact, be willing to complete the Delphi instrument, a data collection plan was formulated that included several distinct steps. First, telephone contact was made with potential respondents. During the initial contact, the nature of the study and the format of the survey instrument were explained. The individuals contacted were then asked if they would like to take part in the study and, if an affirmative response was forthcoming, the instrument was mailed to them. In those cases where the instrument had not been returned within three weeks of its mailing, a follow-up phone call was made to determine the status of the study. After an additional two-week waiting period, potential respondents were assumed to have chosen not to participate in the study.

Before proceeding further, responses were compared with the Department of Labor's stratification matrix to insure that all critical cells within the matrix were represented among the returns. If there was any doubt about the representation, additional respondents were selected from the cell in question and contacted in the same manner as the original sample. Once sufficient responses had been obtained to provide coverage of the matrix, the next step of the data collection process was entered into.

When the data from the first iteration had been gathered, the

mean value and the most frequent response category for each proposition were determined. This information, along with any comments made by the initial respondents to explain their responses, was provided to the members of the second sample. That second sample was selected to represent the stratified sample of prime sponsors in the same way as the first group of respondents. The use of a separate sample for the second iteration had the advantage of providing broader representation from the total population than would have been possible if the same respondents had been used throughout. By providing the second group with the responses obtained from the first iteration, it was expected that, as is the case in any successful Delphi procedure, a consensus would begin to form. By using a different set of respondents, it was believed that any possible response bias would be minimized and a group within the original sample would be less likely to skew the results in one direction or another. Additionally, the number of iterations and the amount of time required for a single iteration made the Delphi process something of a burden for any one group to complete. To avoid this common disadvantage of the Delphi process², the above procedure was designed with the intent of alleviating some of the hardship inherent in the process while allowing the use of an expert population throughout the conduct of the study.

A third and fourth iteration were tentatively planned to complete the data collection process. It was intended that, if necessary, they would be conducted in an identical fashion as the second iteration with a new sample chosen for each subsequent round. If these iterations were

found to be necessary, the intention was to delete items on which a consensus had been obtained in the first and second iterations.

While the deletion of items from the instrument on the basis of a consensus having been reached in the first two rounds would have automatically brought the data collection to a halt should consensus be obtained on all items, other considerations were also taken. The decision to continue with the third and fourth iterations was also dependent on a subjective judgement as to their potential for providing additional useful data. Recognizing that the responses to the propositions depended, in many cases, on local variables, it was felt that there were some areas in which consensus was unlikely. Therefore, after the second set of responses had been evaluated, propositions were examined for evidence that a consensus, while not yet attained, was possible. (For these and other purposes of the study, a consensus was defined as 60% of the responses falling within a range of ± 1.0 of the mean value of the response scores.)

If, after two iterations, little or no clustering of responses could be detected, it was assumed that unique local conditions precluded the formation of a consensus. In such cases, the propositions were dropped from the study for the third and fourth iterations so as not to confound the data. A second consideration was the possibility that bi-modal response patterns would develop for some of the items. When the review of the response patterns after the second iteration revealed that the distribution was bi-modal, the items concerned were also considered candidates for deletion from further data collection efforts.

The final point to be addressed in the process of deciding whether or not to continue with further data collection was the total number of items remaining to be evaluated. If the number of propositions that remained after the application of the above criteria dropped below five, it was felt that continued data collection would not provide sufficient additional data to justify the continuation of the process. For those items that, in such a situation, showed a potential for eventual attainment of a consensus, the mean score after the second iteration was considered to provide a useable response since consensus, if reached, would tend to form around that mean.

On the second iteration, as on the third and fourth if conducted, respondents were asked to explain any responses that did not fall within a range of ± 1.5 points of the mean response for a given item. The explanations provided were to be made available to the next group of respondents to permit the operation of variables that may not have been widely known to members of the population. This permitted factors that had a major effect on specific responses to be evaluated by all subsequent respondents. Thus, a response that was simply outside the range specified may have had little impact on others in and of itself. Identification of the reasons for that response permitted other members of the population to be affected by it, assuming that it was plausible and had applicability to their situation.

The outcome of this procedure was a set of mean values for each proposition. The mean values represented the likelihood that the proposition would come to pass and the impact of the particular outcome if

it did, in fact occur. Where multi-modal distributions were in evidence, each node was addressed separately. In general, propositions of interest were those having a high likelihood of occurrence ($1 < \bar{X} < 2.5$) or those having a potential for highly positive or highly negative impact ($2.0 > \bar{X} > 5.0$). Of additional interest were those propositions that had moderately high scores on both scales. The desired outcome of the data collection process, then, was a set of mean values for the propositions that made up the response sets. Those mean values would form the basis of many of the conclusions drawn upon completion of the modified Delphi process and, therefore, would be an integral part of the evaluation of this approach to prior analysis of policy.

Fourth Stage. The fourth stage of the study, the conduct of a conceptual analysis of the underlying assumptions of the YETP, formed a central point of the study. The first step in this analysis, based on philosophical considerations, attempted to clarify the meaning of the assumptions on which Congressional action was based. The assumptions, identified in the first stage, were addressed at a fairly general level to ensure that they were representative of the positions of the majority of the supporters of the youth employment legislation. Conceptual analysis was undertaken to unpack the meaning of the assumptions. This unpacking permitted conclusions to be drawn concerning the degree of rationality existent in the program base. Additionally, the degree of consistency across the various assumptions was investigated by comparing the implications for program components implied by each of the assumptions.

The second step in this stage was an attempt to determine the degree to which the outcomes of the YETP, as identified in stage three, were consistent with the identified assumptions. Once again, rational analysis of the assumptions would play a part but, in the main, this process involved comparing the expected benefits of the program with the benefits and consequences perceived by the respondents to the Delphi study.

Upon completion of the four basic stages of the study, conclusions were drawn in three general areas. First, the adequacy of the program's assumptions and the consistency of the program overall were addressed. Second, conclusions and recommendations relative to the process by which the youth employment program was established and implemented were developed. Third, while no specific methodologies could be applied to its study because, in effect, every action taken during the conduct of the study was part of the evaluation of the overall process, conclusions were drawn concerning the approach taken in this study and its potential application to other problems in the area of policy analysis.

Chapter 3

ANALYSIS OF LEGISLATIVE AND ADMINISTRATIVE COMPONENTS

Underlying Assumptions

The Congress of the United States based youth employment legislation on several specific assumptions relative to the causes and nature of that problem. Additionally, at least two general assumptions about social programs in general impacted on the efforts to develop a youth employment act. These assumptions were briefly described at this stage of the study to provide a context within which the specific program components could be detailed. In addition to the implications of each assumption when it was considered in isolation, the possibility was raised at this stage that a synergistic effect was operating. Thus, there appeared to be reason to suspect that the combination of assumptions that went into the development of youth employment policy may have led to an effect that was, on the whole, greater than the sum of the parts. The effect of this possibility was left to be explored in greater detail at a later stage of the study.

The first specific assumption identified was that failure to obtain a high school diploma was one of the primary causes of youth unemployment and underemployment. This assumption implied that if all youth received a high school diploma, one of the major causes of unemployment and underemployment would be eliminated. The unemployment rate for youth was, therefore, assumed to be inversely proportional to the high school graduation rate. Where attainment of a diploma was unlikely for

a given segment of the youth population, this assumption led to the encouragement of youth to obtain certificates of high school equivalency through testing or other appropriate means.

The second assumption was that youth tended to be unemployed or underemployed because they did not have job experience. This assumption implied that youth who had not held jobs in the past were unlikely to be selected for present or future positions because they lacked employment experience. It further implied that once youth were provided with work, they became more likely to be hired for other jobs. Finally, there was an implication that jobs existed and that they went to youth who had employment histories rather than to youth who were seeking an initial employment experience.

The third assumption stated that youth found themselves unemployed or underemployed because they had not been provided with sufficient job search information. This assumption was relatively new in the history of employment programs. It appeared to be based on several specific factors. Among those factors were:

1. Emphasis on the elimination of sex-role stereotypes in the employment arena.
2. Recognition of the effects of functional illiteracy.
3. Emphasis in many State Employment Service Agencies on retraining adults.
4. Emphasis of many high school counselors on the needs of college-bound youth as opposed to the needs of vocational students.

This assumption implied, then, a belief that if youth were informed about job opportunities, many of their employment problems would cease

to exist. This suggested that jobs existed for youth and that private sector employers and non-subsidized public sector employers were willing to hire youth if they applied for those jobs. The implications and the bases of this assumption were important factors in the development of the youth employment programs. As such, they had to be carefully considered if those programs were to be properly evaluated.

The next assumption was that youth tended to be unemployed or underemployed because they were not provided with marketable job skills. This assumption was especially important for youth who dropped out of school or who completed marginal programs with little skills training. Another group for which this assumption was important were those students who completed a vocational program while in high school and who, upon graduation, found it difficult to obtain employment. For both of these groups, this assumption appeared to reflect negatively on the high school program in which they participated. Whether the students found it difficult to complete the high school program or, upon completion, found that the program did not prepare them for the local job market, there appeared to be some implication of failure on the part of the high schools. The point appeared to be that if the programs in the schools had either retained students until job skills were developed or had made a greater effort to provide students with appropriate job skills, many of the employment problems of youth would have been resolved.

The fifth assumption upon which the Congress based its efforts to deal with youth unemployment was that the Federal government was uniquely able to provide a solution to the problems experienced by youth.

Such an assumption was, of course, necessary as a basis for any attempt on the part of the Congress to take action in the youth employment arena. Unless the Congress was convinced of the efficacy of Federal involvement in job programs for youth, the other assumptions would not have been formalized and expressed in a specific program. In addition, there appeared to be, as there always does when the Federal government moves into new program areas or expands traditional ones, a Constitutional prohibition on Congressional action unless this assumption was accepted as valid. This assumption was, then, a necessary prerequisite to any Congressional action and was the basis for the development of youth employment programs at the Federal level. As such, it required serious consideration if there were to be any conclusions drawn about the youth employment programs.

In summary, there were five specific assumptions upon which the Congress based its efforts to deal with youth unemployment and underemployment. These assumptions were:

1. The possession of a high school diploma increased employability.
2. The possession of previous job experience increased employability.
3. Increased job search skills increased employability.
4. The possession of specific job skills increased employability.
5. Federal intervention in the arena of youth employment increased employability.

Two general assumptions, both of which concerned the appropriate structure of social programs were also important factors in the development of a program to deal with youth unemployment. The first of these

was that targeting improved program effectiveness. This assumption was based, in very general terms, on an attempt to apply cost-benefit accounting techniques to social legislation. The main point was that the Congress believed that specifically identifying those youth who were considered to be most in need of assistance led to a greater return on the human and financial resources expended. Rather than establish a program to improve the employability of all youth, participation was limited to those youth who met the definition of "structurally unemployed"¹

The second general assumption affecting youth employment legislation stated that, in order to attract the population for which it was intended, social legislation had to provide the target group with a means to exercise control over the implementation of the program. This implied some further assumptions about the target group that were not addressed at this stage but that were seen to have potentially significant consequences for later stages of the study. The most important point to be considered here was that this general assumption and the preceding one were, in effect, inseparable. If targeting were not implemented, the program control assumption would not be a necessary basis for program design. If, on the other hand, the assumption about program control were true, targeting could only make sense in combination with participant control of the program.

The Comprehensive Employment and Training Act

Before addressing the specifics of the YETP, it was first necessary to examine the basic legislation that the youth act amended. That

legislation, the Comprehensive Employment and Training Act (CETA), was enacted by the Congress in 1973. The purpose of that act, as stated by the Congress, was:

...to provide job training and employment opportunities for economically disadvantaged, unemployed, and underemployed persons and to assure that training and other services lead to maximum employment opportunities and enhance self-sufficiency by establishing a flexible and decentralized system of Federal, State and local programs.²

Broadly stated, the CETA represented an effort to bring together a number of diverse programs in the area of job training and employment services. The intent was to provide better and more clearly targeted programs for the clients served. At the same time, it was hoped that some consolidation of services would take place so that program overlap and duplication could be minimized. Among the various titled programs under the 1973 CETA legislation were:

1. Title I - Comprehensive Manpower Services - This program provided assistance, primarily to the States, to aid in the establishment of comprehensive manpower programs. It covered "...the full gamut of programs and activities...financed under previous manpower legislation including outreach, counseling and testing, referral, basic education, institutional and on-the-job training..."³ and so on.

2. Title II - Public Employment Programs - Under this Title, funds were provided to support employment opportunities of a transitional nature. Unemployed and underemployed persons in areas of high unemployment were eligible to participate in the programs and the emphasis was on jobs in public and manpower services.

3. Title III - Special Federal Responsibilities - Within the

limits of this Title, the Secretary of Labor had the responsibility to provide programs for a number of special groups. Among the groups mentioned in the legislation were youth, offenders, persons with limited English language ability, older workers, Indians, migrant workers and others the Secretary of Labor "...determines have particular disadvantages in the labor market."⁴

4. Title IV - Job Corps - "The program provide(d) assistance to low-income youths, 14-21 years, who (were) in need of additional education, training or intensive counseling and related assistance..."⁵ The program was operated through Job Corps centers established in a variety of locations throughout the country and provided enrollees a stipend in addition to food and lodging, if appropriate. In addition to the above, Title V of the CETA outlined a series of guidelines for the overall conduct of the titled programs and was of little interest for the present discussion.

Public Law 93-567. In December, 1974 the first major amendments to the CETA were adopted as Public Law 93-567. This legislation added an Emergency Jobs Programs section to the CETA in the form of a new Titled section, Title VI. Title VI was intended to ease the burden of economic slowdowns by providing Federally funded job opportunities for individual victims of plant closings and/or locally depressed job markets. The emphasis of these programs was on job retraining for such individuals when their plight was a reflection of national problems in the economic sector. The major goal of this Title was to maintain

employment levels by providing employment opportunities in the public sector when the private sector was unable to provide them. By this amendment, the Department of Labor was charged with attempting to keep employment levels at or near those of June 30, 1976 in any locality that showed major declines from those levels.

The extent of the Federal commitment to the CETA programs can be seen in the levels of funding authorized during the few years of its existence. Titles I, II, IV and VI were funded at just over \$3 billion for fiscal 1975.⁶ In fiscal 1976, the funding grew to more than \$4.8 billion. The Fiscal Year 1977 authorization for these Titles was slightly more than \$10 billion. The budget for fiscal 1978 saw further growth to more than \$12.5 billion. With the monies provided, some 850,000 persons received employment assistance through these programs in fiscal 1975. The fiscal 1976 enrollments were roughly at the same level in aggregate but a decided shift away from Title I to Title II programs and toward Title VI programs was evidenced. Fiscal 1977 saw a jump in the total enrollments to a figure in excess of 1.25 million and the shift towards Title VI became more pronounced. Enrollment figures for Fiscal Year 1978 were expected to show similar results when published.

The YEDPA. Continuing the growing trend toward programs targeted for specific groups, the President, on August 5, 1977, signed Public Law 95-93, the Youth Employment and Demonstration Projects Act (YEDPA) of 1977. That act was the second major amendment to the CETA and was intended to help keep the provisions of the CETA abreast of the changing

economic conditions. The YEDPA established, as Title VIII of the CETA, a Young Adult Conservation Corps. In addition, Title III was expanded to include three new projects. These were: The Youth Incentive Entitlement Pilot Projects (YIEPP); The Youth Community Conservation and Improvement Projects (YCCIP); and The Youth Employment and Training Programs (YETP). Each of these amendments was specifically designed to reach the structurally unemployed youth of the nation and to help prepare them for useful and gainful employment. The motivation for the passage of the Youth Employment and Demonstration Projects Act (YEDPA) was summarized by Senator Hubert Humphrey as follows:

It is now clear that not all segments of our society are benefiting from the general economic recovery. This fact is most clearly supported by youth unemployment. The plague of unemployment continues to strike hardest at our youth,... The unemployment rate now stands at 38.7 percent for black teenagers and it approaches an appalling 60 percent in some of our central cities. Almost half of all unemployed Americans are under the age of 25.

Senator Humphrey went on to state that:

It is clear that the most direct and rapid way of alleviating youth unemployment is through specifically targeted youth employment programs. Economic recovery alone will not provide enough job opportunities to satisfy the nearly 3.2 million youths who want jobs.⁷

While it was not the intent of this stage of the study to explore the underlying reasons for the adoption of this legislation, consideration must be given to legislative intent. From the above, it was clear that the primary motivation for the passage of the YEDPA was a desire to find a solution to the youth unemployment situation. Efforts to effect an interface between employment and education were clearly not central to the success of any programs established to minimize youth unemployment

if Senator Humphrey's remarks were representative of the intent of Congress.

There were, however, other points of view expressed in the Congress. When the comments of other Congressional supporters of youth employment legislation were reviewed, broader problems were seen to be of central concern. Senator Jacob Javits, identified the following four basic principles that he felt the Congress should consider in drafting youth employment legislation:

One: that youth employment programs need to be targeted at low income youths and at high unemployment areas of our country.

Two: that linkages need to be established between education and work, in order to improve the transition of youths from school to employment.

Three: that work experience programs must include a significant component of training counseling, guidance and so forth in order to upgrade the long run employability of youth.

Four: That innovative and experimental programs and projects must be tested in order to demonstrate which employment and training programs offer the best hope for removing the competitive disadvantages that often characterize the labor market experience of young people.⁸

Thus, the transition from school to work, linkages between education and labor, long term employability and experimentation were all goals of the act according to Senator Javits. From the above, several points were singled out for particular emphasis. First, the YEDPA was envisioned by some as an attempt to obtain data upon which a more intensive (and costly) effort was to be built. From the record of the Congressional debate on this bill, it appeared that, after a one or two year period of experimentation, the most successful programs were to be identified and, ultimately, heavily funded in a nation-wide effort to reduce youth unemployment. Sources at the Department of Labor indicated that, in Fiscal Year 1981,

funding was expected to approach, and could well exceed, the \$10 billion level.

Second, the administrative controls included in the act placed peculiar burdens on the Local Education Agencies. In general, when combined with the other legislative requirements, they carried potentially serious short and long-range implications for the public schools. In many ways, they closely paralleled requirements found in other Federally funded programs. In other respects, those implications were relatively unique to the YEDPA, at least in so far as they affected the schools. At the least, the fact of forced interaction with the Department of Labor, as the administering agency for this program, appeared likely to impact in one way or another on the LEAs. In the record of the Congressional debate on this legislation, however, there was little evidence that any serious consideration was given to the fact and force of that impact. (The only groups associated with the school systems to testify before the Subcommittee on Employment Opportunities of the Committee on Education and Labor, House of Representatives when this act was considered were the American Association of Community and Junior Colleges, the American Federation of Teachers and the National Advisory Council on Vocational Education. None addressed the potential impact on local schools.⁹)

Third, it was primarily in the three sub-parts of Part C of the YEDPA, i.e., the YIEPP, the YCCIP and especially the YETP, that the intention to foster cooperation between the CETA organizations and the LEAs was transformed from intent into law. The following sections of the YEDPA illustrated the point:

Sub-part 1 - Youth Incentive Entitlement Pilot Projects (YIEPP)

...the Secretary (of Labor) shall...select only prime sponsors which submit proposals which include:

(k) assurances that arrangements have been made with the appropriate education agency or with the institution offering a certified high school equivalency program that such youth is enrolled and meeting the minimum academic and attendance requirements of that school or education program...

Sub-part 2 - Youth Community Conservation and Improvement Projects (YCCIP)

No funds shall be made available to any eligible applicant unless...the eligible applicant...provides assurances satisfactory to the Secretary that -

(2) projects will be conducted in such a manner as to permit eligible youths employed in the project who are in school to coordinate their jobs with classroom instruction and, to the extent feasible, to permit such eligible youths to receive credit from the appropriate education agency, postsecondary institution or particular school involved;

Sub-part 3 - Youth Employment and Training Programs (YETP)

The Secretary shall not provide financial assistance to an eligible participant...unless...such applicant shall -

(g) provide that the funds available under section 343(d) shall be used for such programs...for in-school youth who are eligible participants through arrangements to be carried out by a local education agency or agencies or post-secondary institution or institutions;...

No program of work experience for in-school youth shall be entered into unless an agreement has been made between the prime sponsors and a local education agency or agencies.... Each agreement shall:...

(4) set forth assurances that jobs provided under this program will be certified by the participating educational agency or institution as relevant to the educational and career goals of the participating youth...

(6) set forth assurances that youth participating will be selected by the appropriate educational agency or institution based on the certification for each participating youth by the school-based guidance counselor that the work experience provided is an appropriate component of the overall educational program of each youth.¹⁰

Through these and other sub-sections, the Congress mandated that the CETA program actively seek the cooperation of the LEAs. In some

cases, significant sums of money would have to be withheld if the prime sponsors, who were the local point of interface, were unable to effect a formal, written agreement with the LEA. (The YEDPA required that a minimum of 22% of the Youth Employment and Training Programs (YETP) monies be set aside for programs administered by the LEAs for in-school youth.) The Congress clearly intended that, "If the prime sponsor local government and the education agency or agencies in its jurisdiction are unable to reach agreement in respect of the programs undertaken, the earmarked 22% set aside cannot be expended."¹¹ On the other hand, the LEA was required to certify that the programs would be relevant to the career and educational goals of the youth involved and that the work experiences provided would be educationally useful for each individual participant. That such requirements had a potential impact on the LEA appeared to be obvious.

It remained, then, to outline the content of the sub-parts of Part C of the YEDPA. Senator Gaylord Nelson provided a brief summary:

This new part C contains three subparts: Subpart 1 authorizes Youth Incentive Entitlement Pilot Projects to test the efficacy of guaranteeing part-time work for youths who return to or remain in school. Subpart 2 authorizes Youth Community Conservation and Improvement Programs to provide work on rehabilitation of public facilities and low income housing and on local conservation projects. Subpart 3 authorizes Youth Employment and Training programs to provide a wide variety of employment and training opportunities for youth in local communities throughout the nation.¹²

Unstated by Senator Nelson were the additional features of the YEDPA that affect Local Education Agencies (LEAs). Underlying the bulk of the YEDPA programs were the assumptions identified in the previous

stage of the study. Throughout, the burden of proving that the programs were effective appeared to lie with the LEAs. It was with the effects of that burden that this study was ultimately concerned.

Details of the YETP

Having looked briefly at the overall picture of Federal involvement in employment training through the CETA, it remained to address the specific legislative and administrative enactments of the Youth Employment and Training Programs (YETP). This sub-part of the act had been chosen for study because it appeared to be the most concrete example of the effort to affect the programs of local school systems in the area of preparing youth for job entry. The purpose of the YETP was to:

...establish programs designed to make a significant long-term impact on the structural unemployment problems of youth, supplementary to but not replacing programs and activities available under Title I of this Act, to enhance the job prospects and career opportunities of young persons, including employment, community service opportunities, and such training and supportive services as are necessary to enable participants to secure suitable and appropriate unsubsidized employment in the private and public sectors of the economy. To the maximum extent feasible, training and employment opportunities afforded under this subpart will be interrelated and mutually reinforcing so as to achieve the goal of enhancing the job prospects and career opportunities of youths served under this subpart.¹³

From this statement of purpose, the act went on to detail the type and content of programs authorized and to state the conditions under which proposed programs would be accepted. The act also specified the way in which funds were to be allocated to successful grant applicants and the general characteristics of the youth to be served. Finally, program controls were specified and the discretionary powers of the Secretary of

Labor, who was administratively responsible for the program, were spelled out.

In brief, programs were to be considered acceptable if they included provisions to provide eligible youth with "employment opportunities and appropriate training and supportive services..."¹⁴ The range of activities included but was not limited to such components as useful work experience, productive employment, counseling, literacy training and bilingual education, child-care services, job restructuring, transportation assistance, attainment of high school equivalency certificates, mechanisms to increase the number of women in the work force and so on. Thus, as can be seen, the range of activities authorized was wide and tended to include all that was implied by the program assumptions and more.

Funds were to be allocated to local prime sponsors on the basis of a formula that required the integration of three basic factors. The first factor considered was "the relative number of unemployed persons within each state as compared to the total number of such unemployed persons in all the States."¹⁵ The second factor was the relative number of unemployed persons residing in areas of substantial unemployment in a given state. Finally, the "relative number of persons in families with an annual income below the low-income level...within each State as compared to the total number of such persons in all States"¹⁶ was to be considered. Using these factors, 75% of the available funds were to go to local and Balance of State prime sponsors. Another 5% was to be made available to Governors for their use in establishing state-wide programs. Then, 2% of the funds were to be made available to Native American youth but funds allocated to Native Americans under all other parts of the act were to be

deducted from the 2% of YETP funds in order to identify the minimum amount that had to be made available. The remainder of the funds allocated to the YETP were to be used by the Secretary of Labor for the establishment of discretionary projects that he deemed to be particularly worthy of support.

A specific restriction on the use of funds was also included and it virtually mandated that the YETP programs bring about an interface between the prime sponsors and the LEAs. The act stated that:

The amount available to each prime sponsor under paragraph (1) of this subsection (i.e., 22% of the funds available) shall be used for programs for in-school youth carried out pursuant to agreements between prime sponsors and local educational agencies. Each such agreement shall describe in detail the employment opportunities and appropriate training and supportive services which shall be provided to eligible participants who are enrolled or who agree to enroll in a full time program leading to a secondary school diploma, a junior or community college degree, or a technical or trade school certificate of completion. Each such agreement shall contain provisions to assure that funds received pursuant to the agreement shall not supplant State and local funds expended for the same purpose.¹⁷

To be eligible for assistance under the YETP, an individual had to be unemployed, underemployed or in school and between the ages of sixteen and twenty-one, inclusive. The Secretary of Labor was granted the authority to expand the age range to include in-school youth aged fourteen and fifteen at his discretion. The individual participant also had to be a member of a family whose adjusted gross income did not exceed 85% of the lower living standard. Individuals who did not qualify by virtue of the income level of their families could, within guidelines established by the Secretary, participate in the service component although they could not receive work experiences or employment under the YETP.

Program controls, as detailed in the legislation, primarily involved a listing of certain provisions that had to be included in the applications for funding. In addition to a description of the programs, projects, activities, etc. being planned, the application had to satisfy the Secretary of Labor that there was:

...coordination, to the extent appropriate, with local education agencies, postsecondary institutions, community-based organizations, businesses, labor organizations, job training programs, other youth programs, the apprenticeship system and ...the public employment service system....¹⁸

Further assurances that had to be provided included: 1) assurances that the prime sponsor's planning council had reviewed the proposal and that the planning council would establish a Youth Council as required by the act; 2) assurances that youth would be involved in programs that provided job skills and basic education and training and that attainment of skills, education and training were documented; 3) assurances that job restructuring, new job classifications and development of new occupations were addressed; 4) assurances that the funds supplied were used to comply with the requirement that 22% of the funding was applied to in-school youth; and 5) such other assurances and information as the Secretary of Labor decided were appropriate.

The other component of the program controls dealt specifically with work experience programs for in-school youth. Before any program of work experience could be entered into, an agreement had to be struck between the prime sponsor and the local education agency. That agreement had to be reviewed and approved by the Youth Council whose establishment had been mandated by the act. To be complete, the agreement had to con-

tain the following elements:

(1) set forth assurances that participating youth will be provided meaningful work experience, which will improve their ability to make career decisions and which will provide them with basic work skills needed for regular employment not subsidized under this in-school program;

(2) be administered, under contracts with the prime sponsor, by a local education agency or agencies or a post-secondary educational institution or institutions within the area served by the prime sponsor;

(3) set forth assurances that job information, counseling, guidance, and placement services will be made available to participating youths and that funds provided under this program will be available to, and utilized by, the local educational agency or agencies to the extent necessary to pay the cost of school-based counselors to carry out the provisions of this in-school program;

(4) set forth assurances that jobs provided under this program will be certified by the participating educational agency or institution as relevant to the educational and career goals of the participating youths;...

(6) set forth assurances that youth participants will be chosen from among youth who are eligible participants who need work to remain in school, and shall be selected by the appropriate educational agency or institution based on certification for each participating youth by the school-based guidance counselor that the work experience provided is an appropriate component of the overall educational program of each youth.¹⁹

The General Provisions of the Act, Sub-part 4 of Part C, included a number of statements that restricted, clarified or amplified other provisions of the act. Among the points of importance were a requirement that "appropriate efforts" be made to insure that the youth served by the YETP were those who lacked credentials, who required some basic or remedial skill development, who were women or minorities, veterans, offenders, handicapped, had dependents, or were otherwise in special need as determined by the Secretary of Labor.²⁰ The general provisions also required that efforts be made to obtain academic credit for in-school youth as a direct result of their participation in the program.

Finally, the act required that the Secretary of Labor provide not less than \$3 million and not more than \$4 million to the Occupational Information Coordinating Committee. Those funds were to be used to help the committee provide special attention to the problems of unemployed youth. Specifically, the committee was directed to: 1) assist and encourage local areas in translating national occupational outlook information into locally applicable data; 2) aid in establishing a statewide occupational information system that was accessible to the local schools; 3) cooperate in establishing programs of counseling and employment services for youth in correctional institutions; 4) assist in helping states draw up programs to improve the match between youth career desires and labor demand; 5) cooperate with State and Local Education Agencies in providing employment and career counseling to pre-secondary youths; and 6) help in establishing programs making private and public job opportunities for youth available to applicants conducting occupational and career information programs.²¹

Administration of the YETP

Upon the signing of the legislation by President Carter, the Department of Labor initiated steps to integrate the YEDPA, and with it the YETP, into the existing bureaucracy. One of the first actions taken was the release of "A Planning Charter for the Youth Employment and Demonstration Projects Act of 1977" in August of 1977. A number of program objectives were outlined in the planning charter. These included²² the following:

1. Knowledge development should be a primary aim of the new youth programs.
2. The content and quality of work experience must be improved.
3. Youth should have a voice in the decisions that affect them.
4. Resources should be targeted for those in greatest need.
5. Substitution (of Federal for State funds) must be avoided.
6. Overhead must be minimized.
7. Institutional change should be promoted but not forced.
8. Emphasis must be placed on approaches and delivery agents of demonstrated merit, giving special consideration to community based groups.
9. New efforts must be integrated with existing programs.
10. The new youth programs are temporary economic stimulus and knowledge development measures.

While this document was intended primarily to help prime sponsors begin the process of entering the youth employment system, it did provide an early means by which the Department of Labor's approach to the YETP could be identified. As such, the planning charter showed that the assumptions upon which the Congress based its legislative enactment were represented in a generally faithful fashion but that several additional outcomes seemed to have been added. The Congress, for example, made no mention of the role of community based organization (CBOs) as being a special consideration. Likewise, the Congress was, at best, somewhat more hesitant to characterize the programs as an economic stimulus package. While this objective might be inferred from the formula funding approach taken, the Congress was, at least officially, concerned with improving

the employability skills of disadvantaged youth and not with stimulating the economy. To see how the Department of Labor interpreted the intent of Congress in practice, however, other statements of administrative purpose had to be considered.

With the YEDPA as a guide, the Department of Labor issued a set of administrative regulations for the implementation of the Youth Employment and Training Programs (YETP). Those regulations defined the purpose of the program as being:

...to enhance the job prospects and career opportunities of young persons to enable them to secure unsubsidized employment in the public and private sectors of the economy. It is not the purpose of this program to provide make-work activities but rather to provide youth, especially economically disadvantaged youth, with opportunities to learn and earn, which will lead to meaningful employment opportunities after they have completed the program. In addition, this program explores methods of dealing with the structural unemployment problems of youth and the immediate difficulties of youth in need of and unable to find jobs.²³

Additionally, the programs funded under the YETP were expected to provide information that could be used as the basis for designing programs in the future and to foster cooperation and coordination between the existing service agencies that interfaced with youth.

The administrative regulations established by the Department of Labor identified specific procedures by which an applicant could submit a grant request. The procedures required that the planned YETP program first be sent to the prime sponsor's planning council, mandated under the CETA, for approval and that it then be taken before the Youth Council established under the YEDPA. Additionally, the planned program had to include community based organizations' inputs to the general concepts

presented in the plan. To this end, "public notification of the proposed youth plan (was) provided to CBOs through appropriate media."²⁴ This was necessary so that the applicant could demonstrate that special consideration had been given to CBOs of locally demonstrated effectiveness in the delivery of employment and training services to youth.

The special consideration feature included submission of the program plan to the CBOs at least fifteen days prior to its being forwarded to the appropriate Department of Labor reviewing authority. The applicant had to respond in writing to any comment made by a CBO relative to the choice of service deliverers and had to include the comments and response with the plan when it was transmitted to the reviewing authority. CBOs were to be used as the primary deliverer of services unless they, in consultation with the prime sponsor, determined that they were less capable of doing so than was the prime sponsor or some other agency.

Finally, labor organizations were to be provided an opportunity to participate in the development of programs. Again, the plan had to be submitted to the labor organizations at least fifteen days prior to its submission to the reviewing authority. The labor organizations were asked to provide inputs concerning job classifications and wage rates, at a minimum. Any comments from the labor representatives had to be responded to in writing and both the comments and the response had to be included in the documentation submitted in support of the plan.

In developing a plan for the delivery of services to youth through the YETP, applicants had to also include descriptions of the objectives of the program. Local priorities had to be detailed and the procedures

and processes by which planning took place had to be presented. Applicants also had to specify the management and administrative approaches planned. The proposal was required to contain a detailed statement of the activities and services that would be provided and to detail the expected benefits to youth as a result of their participation. A separate section of the proposal was required that showed that the purposes of the YETP would be furthered as a result of implementation of the proposal, especially in the area of developing long-term, coordinated solutions to the youth employment problem. In addition, the prime sponsor was required to show that the goals of the proposal were reasonable and attainable, that a youth council had been established, that an in-school program was part of the plan and that coordination with the State Employment Security Administration had been built into the plan.

The regulation also set the eligibility requirements that had to be met by every youth participating in the YETP. While, in general, these were identical to the requirements contained in the legislation, there were some differences. For example, schools were required to demonstrate that every participating youth was likely to drop out of school for financial reasons unless permitted to take part in the program. While this requirement was not explained in detail, the intent appeared to be to structure the in-school component of the YETP to serve youth who would have had to leave school and seek employment to supplement their family's income if the YETP had not been available. Additionally, youth aged 14 and 15 were allowed to participate in any program so long

as it was shown that "...the youth plan specifies a youth development strategy which provides broad career experiences for these youth."²⁵ Also, youth who did not meet the income restrictions described above could participate in a program if it had a special component designed to gather comparative data on the participants. Such a component had to: 1) follow a structured experimental design; 2) establish and use comparison groups; 3) provide for follow-up studies of participants; and 4) provide for a report on the experimental outcomes. If such a component were included in the program, up to 10% of program participants could be exempted from the income standard for the YETP.

In turning to the regulations dealing with the in-school component of the YETP, it was discovered that there were two types of services that could be provided, either individually or in combination. The regulations defined the two types of services as follows:

1) Transition Services - (i) These transition services shall be designed to prepare and assist youth to move from school to unsubsidized jobs in the labor market.

(ii) These services may include, but are not limited to:

- (A) Outreach, assessment and orientation;
- (B) Counseling, including occupational information and career counseling;
- (C) Activities promoting education to work transition;
- (D) Provision of labor market information;
- (E) Services to youth to help them obtain and retain employment;
- (F) Literacy training and bilingual training;
- (G) Attainment of certificates of high school equivalency;
- (H) Job sampling...;
- (I) Institutional and on-the-job training, including development of basic skills and job skills;
- (J) Transportation assistance;

and so on.

2) Career Employment Experiences - This activity is a combination of employment (work experience or on-the-job training) and certain transition services including, at the minimum, career information, adequate supervision, skills training, counseling,

and guidance. Any work experience or on-the-job training must include these minimum ancillary transition services. Where work experience or on-the-job training is supported under the 22 percent or more of funds serving in-school youth under agreements with local educational agencies, the ancillary transition services must also include permanent placement services.²⁶

The administrative regulations also detailed the requirement for and the content of agreements to be reached between the prime sponsor and the local educational agency. Agreements that could be either financial or non-financial had to be in writing and both the prime sponsor and the LEA had to sign the agreement within 60 days of submission of the YETP application for funding. The agreement had to include a description of the activities and services provided, the responsibilities of each of the parties to the agreement, assurances that State and/or local funds would not be supplanted by the YETP program, and assurances that any career employment opportunities provided met specific minimum standards. The standards for career employment opportunities included:

(i) Assurances that participating youth will be provided constructive work experience, which will improve their ability to make career decisions and which will provide them with basic work skills needed for regular employment;

(ii) Assurances that such agreements have been reviewed by the youth council;

(iii) Assurances that job information, counseling, guidance and placement services will be made available to participating youth and that funds provided under the agreement will be available to, and will be utilized by, the local educational agency or agencies to the extent necessary to pay the cost of school-based counselors to carry out the provisions of this in-school program;

(iv) Assurances that jobs provided under this program will be certified by the participating educational agency or institution as relevant to the educational and career goals of the participating youth;

(v) Assurances that the eligible applicant will advise

participating youth of the availability of other employment and training resources available in the local community to assist such youths in obtaining employment;

(vi) An assurance that career employment experience opportunities provided will be certified by a school-based counselor as being relevant to the career and educational program of the youth(s) being provided those opportunities.²⁷

Finally, unless certain special considerations applied, participants in the YETP were expected to receive the minimum wage. The jobs provided could not result in the displacement of currently employed workers, could not replace jobs already subsidized by the Federal government under other employment programs, and could not employ youth when other individuals had been laid off from similar jobs. Further, the YETP could not result in the lay off of persons already employed in the same job and could not affect the promotional opportunities afforded persons not subsidized under the YEDPA. The YETP programs were not to result in the negation of existing personnel or employment practices and were to require that all jobs be filled at the entry level until and unless applicable promotion procedures and collective bargaining agreements had been complied with.

Thus, it appeared that the administrative regulations took the YETP somewhat beyond the legislative requirements, at least in terms of the specificity of requirements and in terms of the controls placed on local units of government in implementing the YETP. The general language of the legislation was interpreted in a rather strict fashion and, as a result, there was considerably less local discretion allowed. Most particularly, the options open to the Local Education Agencies, in terms of program content, program controls, and program outcomes, were, if not reduced, at least made explicit and quite restrictive. It now remained

to examine how the legislative and administrative requirements were translated into program proposals by the prime sponsors and to see how they attempted to satisfy the requirement for interaction with the LEAs, a requirement that was an integral part of the YETP, both legislatively and administratively.

Chapter 4

DEVELOPMENT OF A COMPOSITE PROPOSAL

A wide variety of proposals were developed by local prime sponsors in response to the YETP. Since any potential respondent to the planned data collection effort would only be familiar with the approach taken by the local prime sponsor, it seemed likely that some effort had to be made to provide a common basis for the evaluation of potential outcomes. In addition, the general intent of the Congress was to use the results from the initial demonstration period to develop a comprehensive, nationwide solution to the problems of youth unemployment. Again, local respondents would not be likely to have even a general knowledge of the nature of such solutions. It seemed most appropriate, therefore, to attempt to develop a composite proposal that summarized components from a variety of sources that appeared likely to be a part of the long-range response to the youth unemployment situation.

One of the major problems encountered in the effort to identify program components that had a high likelihood of inclusion in the final outcomes of the demonstration period was the Department of Labor's policy concerning the retention of prime sponsor grant requests. Basically, the Department did not keep, and in many cases did not even review, the submissions of prime sponsors, relying instead on regional offices to maintain program control and to retain files of program content. Attempts to enter the files of selected regional offices were generally unsuccessful.

The initial impasse was resolved by contacting a number of prime sponsors directly to request that they provide their YETP grant requests for review. The proposals obtained by this method were compared with the grant requests that had been submitted by the prime sponsors included in the Department of Labor's stratified sample. Because the Department relied on those prime sponsors to provide statistical data upon which future trends could be predicted, complete files were retained that included all proposals from the stratified sample. When the review of the prime sponsors' submissions was completed, it was integrated with the summaries of the YETP found in the Department of Labor's report to the Congress on youth employment.¹ The results of these efforts to identify the common components of the YETP proposals provided the basis for the development of a composite YETP proposal.

Participants

The Department of Labor had stated that "it is a fundamental principle of public policy that resources should be concentrated on those with greatest need."² In the attempt to insure that that principle was adhered to, the YETP submissions of the prime sponsors had to indicate the groups for which services had been targeted and the controls that were planned in order to insure that such targeting took place. While up to 10% of the funds available to a prime sponsor could be used to fund comparative studies in which all youth, regardless of economic level or educational background, might participate, it appeared that relatively few of the prime sponsors exercised that option. Thus,

the majority of the YETP submissions indicated that both out-of-school and in-school youth who participated would be drawn from the ranks of the economically disadvantaged. In attempting to identify the target group members, most prime sponsors chose to use the systems already in place under Title I and Title III of the CETA with some additional inputs from the local school systems for the YETP components dealing with in-school youth.

In an effort to insure that the selection decisions were based on objective criteria, there appeared to be a trend toward the development of point systems to help in the screening process. Varying numbers of points were awarded to youth for membership in several sub-groups considered to be most in need. In addition to economic level of the youths' families, factors considered included: juvenile offender record, parenthood, marriage, failure to complete high school, physical handicaps, and so on. In many cases, these factors became important as indicators that the youth involved were potential drop-outs and, therefore, considered among the primary target population of the YETP.

Institutional Change

One of the most important components of the YETP, at least from the perspective of the Department of Labor, was the effort to bring about institutional change. Basically, the Department of Labor intended that the YETP should be used to alter the structure of and relationships between a number of institutions that interfaced with youth. The various broad categories of institutional change included such factors as job

restructuring, modification of curricula, altered relationships between State Employment Security Agencies, the schools and the prime sponsor, increased interaction between the prime sponsor and the schools, and so on. While all of these areas involved the schools in at least a peripheral way, the direct impact of institutional change was of more central concern to the study.

Reviewing prime sponsor proposals yielded a number of general trends in the area of institutional change. About 60% of the prime sponsors attempted to increase their interaction with LEAs. A number of approaches were used to accomplish this end but a few were both more common and of apparently greater significance. First, emphasis was shifted from providing programs for drop-outs who would be encouraged to return to school to providing programs for in-school youth considered to be potential drop-outs. Often, this amounted to the prime sponsor and the school-based counselor working together to identify the factors that appeared to make students identifiable as potential drop-outs. Criteria were then established reflecting those factors. The criteria were used to screen potential program participants with the school-based counselor usually making an initial recommendation that a student be considered for the YETP and the prime sponsor have the final say on the selection decision.

This approach shifted the emphasis of in-school programs from the provision of services to those who want it and appear most able to make use of it to those who are members of the target group. Also developing was a tendency to tie vocational education programs directly to known

jobs in the private employment sector. This was in opposition to the more usual approach of providing vocational training and then trusting to the economy to provide jobs for the graduates of that program.

To date, the LEAs have tended to require considerable control over the YETP. Prime sponsors found this to be a major stumbling block to the achievement of program goals, especially in the area of targeting for specific groups. Prime sponsors reported that the schools were not sincere about the effort to provide services for the disadvantaged. In many cases, the prime sponsors recommended that, in the future, the control of the LEAs should be weakened, or, failing that, that the administrative controls be strengthened so that targeting could not be avoided within the schools. There might have been some relationship between the prime sponsors' perception that the schools were reluctant to embrace the targeting concept and the tendency of prime sponsors to consider efforts to increase the availability of occupational information in the schools as a future goal rather than a component of their programs for now. The purpose of increased occupational information was not tied directly to the targeting feature and, in many cases, could have done as much to help non-participants as participants. By withholding that component for the present, prime sponsors might have felt that they were retaining a bargaining chip for future negotiations with the LEAs, though this conclusion was more of the nature of supposition than reflection of specific data.

Finally, many of the prime sponsors included in their programs efforts to alter the curriculum of the schools with which they interfaced.

Usually, this was approached from the standpoint of a shift in the emphasis of vocational programs towards job-specific training. However, there was ample evidence that the intention of many prime sponsors went beyond strictly vocational programs. There were several efforts to revise the emphasis of the entire curriculum of the LEA so that career competency became the goal of all phases of the schools' course offerings. There were also examples of efforts to force schools to adopt competency-based diploma programs, at least for disadvantaged youth. Given the emphasis of the YETP, this trend appeared likely to continue and expand in the future.

Work Component

Because of legislative mandates and the administrative guidelines imposed by the Department of Labor, the in-school work experience programs were almost exclusively geared to career employment services. Students participating in the in-school programs were provided with part-time jobs that the school had to certify were consistent with the career and educational goals of each individual participant. The hope, of course, was that the participant could move directly from school into gainful employment in the area of his in-school work experience. The tendency in these program efforts was to involve students in highly traditional employment areas, that is, in areas that students had been employed in as participants of cooperative education programs, intern programs, and so on. These generally included clerical, student aide, library assistant, janitorial and similar positions within the school. Few of the in-school

programs took the students beyond the entry level in their experiences in any of those job categories. It appeared that much of the problem was with the requirement that the schools provide adequate supervision of the students during their work experience. It was difficult for the schools to permit students to go into the local community for their work experiences and still have school personnel in a position to supervise them.

Another factor that affected the in-school programs was the relatively short planning period allowed for under the YEDPA. This lack of planning time, the result of the passage of the legislation in August with a start-up date of the following October 1, often led to the adoption and implementation of a program approach that was already in place under some other aegis. That problem had, however, plagued the entire YEDPA and should not be considered unique to the in-school programs of the YETP.

Academic Credit

One of the major goals of the YETP was to provide academic credit for work experience. In implementing that goal, however, the Department of Labor was handicapped by the lack of uniformity from state to state in the area of educational policy. In some states, it proved to be nearly impossible to arrive at an arrangement that was satisfactory to the prime sponsor and that also met the state's legal requirements for the granting of academic credit. This was especially true for programs serving out-of-school youth since, in many states, academic credit could not be legally

granted for experience not provided by a certified teacher in a school setting. To date, those YETP areas that permit the granting of academic credit still require that Local Education Agencies, within statewide guidelines, determine the type and amount of credit applicable. About 80% of the programs granted credit upon completion of the program with no effort made to assess the competencies gained or even those possessed upon completion of the program. In most of the remaining programs, credit was granted upon certification of a work experience supervisor that the student had achieved the program's goals.

The future trend of the YETP's academic credit components appeared to include an expansion of the areas of credit granted, both with respect to the in-school programs and with respect to those for out-of-school youths. The Department of Labor backed the position that educational competencies could be derived from work experiences and that, therefore, if competency-based diplomas became commonplace, the YETP and similar programs would be an important alternate route to certification of high school completion for many of the targeted youth. Following this same thought, the prime sponsors were encouraged to develop objective measures of the competencies that were expected to be gained as a result of the work experience components. The emphasis appeared to be directed towards functional tests of ability such as: successful completion of a job application, balancing a checkbook, filling out an IRS Short Form, and so on.

Knowledge Development

A major goal of the YEDPA in general and, therefore, of the YETP,

was development of an empirical data base that would permit the identification and expansion of those approaches having the greatest impact on long-term unemployment problems of the program participants. Additionally, comparative data relating the success of the programs with various socio-economic groups was desired to permit some conclusions to be drawn about the effects of targeting programs. Finally, the Department of Labor encouraged the inclusion of knowledge development components that sought to provide information relative to the impact of various factors such as possession of a high school diploma, provision of job skills, and increased job search information on the initial efforts of youth to obtain a job.

Unfortunately, due to the extremely short planning period, the lack of experience in the area of empirical research (especially at the prime sponsor level), the rather rigid and detailed specifications for the establishment of a knowledge development component, and the desire to concentrate effort on the work experience component, few prime sponsors included a knowledge development component. For those few who did so, this component appeared to be directed primarily towards the comparison of the effect of YETP participation on low-income as opposed to upper, or at least higher, income youth.

It seemed likely that the future would see a much greater emphasis on the knowledge development component, particularly from the Department of Labor. One of the major goals of the YETP was to provide sufficient information to permit the Congress to make accurate decisions regarding the most useful and potentially successful approaches to the youth

unemployment problem. While little, if any, data collection was taking place at the local level, macro-studies were being conducted from the Federal level. Those studies, because of their scope, tended to blur the impact of the YETP on particular populations or individual participants. Given the time to develop programs that included knowledge development components, the prime sponsors seemed likely to increase their involvement in this part of the YETP. It also seemed likely that the Department of Labor would encourage them to do so.

Local Education Agency (LEA) Agreements

The most difficult part of the YETP for the prime sponsors to implement appeared to be the requirement that agreements with Local Education Agencies be concluded within sixty days of the submission of a YETP proposal. It also appeared that this was recognized to be a potential problem area early on in the planning for the YETP. Not only was the sixty day grace period added to the basic regulation, but the Department of Labor informally agreed to accept proposals even when there was little likelihood that any agreement could be reached. In most cases, the programs were actually funded well in advance of the termination of the grace period. In effect, a statement from the prime sponsor to the effect that efforts to conclude an agreement were underway was sufficient. Few, if any, LEA agreements were forwarded to the Department of Labor and none were provided directly by the prime sponsors when proposals were requested. It was, therefore, impossible to determine the percent-

age of programs that actually were based on such an agreement. Nor was it possible to review the content of LEA agreements for basically the same reason.

Despite their unavailability, it was possible to ascertain what the Department of Labor expected to achieve through the LEA agreements. Early in the history of the YEDPA, the Department of Labor issued a set of guidelines to the prime sponsors that detailed what should be sought in discussions with the LEAs. That document emphasized that the "... ultimate intent of coordination between prime sponsors and LEAs is to improve the transition from school to work."³ A number of specific principles that the Department of Labor felt were the basis for successful programs were detailed. These principles were:

1. An individualized approach should be preferred.
2. The most extensive and most expensive services should go to the students most in need.
3. Comprehensive services should be available.
4. Education should be related to work and work to education.
5. Youth should be given every opportunity to complete their education.
6. Access to maximum employment opportunities should be available to all youth.
7. Information about the Labor Market and Career Development opportunities should be available to all youth.⁴

In looking at these principles, there appeared to be some relation to the assumptions that formed the basis of the legislation that established the YETP. Attainment of a high school diploma was related to the principle that youth should complete their education. Relating education

to work and work to education seemed to relate to the assumption that work experiences are an important part of the successful job search effort. The assumption that youth have not been provided with adequate job information appeared to be tied to the last two principles that call for the dissemination of such information to a larger population of in-school youth. The assumption that underemployment and unemployment were related to a lack of job skills was related to the principle calling for an individualized approach and to the call for a comprehensive approach to the problem. Thus, it appeared that, in establishing the principles upon which in-school programs should be funded, the Department of Labor closely paralleled the legislative intent of the YEDPA.

Closer examination of the principles was, however, in order. One approach that proved useful was a review of the types of outcomes that the Department of Labor suggested "...might be specified within broad program goals and (which showed) how performance criteria might be used and quantified."⁵ The objectives suggested by the Department of Labor were:

Objective 1) To enroll a certain number of youth in the various components and activities and to establish a loading schedule for each.

Objective 2) An increased number of students will receive high school diplomas or GEDs as a result of participation.

Objective 3) An increased number of students will receive academic credit for work experience.

Objective 4) Improvements will be made in students' attitudes and job performance based on evaluations by supervisors, counselors, and teachers.

Objective 5) Improvement in the quality of jobs and an increase in the number of students placed in permanent jobs following program completion.

Objective 6) The school dropout rate and amount of absenteeism will be reduced.

Objective 7) Substantial improvement will be made in the academic performance of participants.⁶

In addition to these seven objectives, the Department of Labor suggested several additional goals that could be part of the prime sponsor/LEA agreements. These potential components included reduction of the number of police and court contacts; increased numbers of students requesting guidance and counseling services; greater student understanding of the labor market; and improved quality of the work experience programs. For each of the seven objectives specifically listed, performance criteria were provided. It appeared that the intent of the Department of Labor was to encourage highly structured agreements with the LEAs with the performance of the LEA stated in explicit, quantifiable terms. It was concluded, therefore, that the principles that were the basis for the in-school program were expected, in general, to be translated into behavioral objectives for the school systems.

Composite Proposal

Based on the content of the YETP proposals submitted by the prime sponsors in the Department of Labor's stratified sample and other YETP submissions, the following composite proposal was developed. The intent was to reflect the general themes that appeared to cut across the majority of the submissions reviewed or, in some cases, to reflect the Department of Labor's attitudes as expressed in the Department's report to the Congress, Youth Initiatives. No attempt was made to insure that all of the specific factors were included in any one or all of the model

programs that might be identified by the Department of Labor as candidates for replication on a national scale. It was felt, however, that all the components of the composite proposal were possible parts of the model programs that could be set up by the Department of Labor upon conclusion of the demonstration projects period.

The composite proposal served as the basis for the effort to determine whether or not various program outcomes were likely to be realized and, if they were, what the impact of those outcomes would be on the schools. Again, it was not expected that all possible outcomes would be realized. It was the intent, ultimately, to determine which were most likely to occur and which were unlikely to occur. As a result, a number of remote possibilities for inclusion in the model programs were reflected in the composite proposal although, by and large, it was felt that the composite proposal was reflective of the intent of the Department of Labor.

Based on the information gathered, it appeared that several basic trends in the YETP could be identified. These trends were reflected in the following outline of a YETP in-school proposal. The outline included the major factors that went into a YETP proposal but, for ease of understanding and clarity, it was not placed in the format of a prime sponsor's proposal as required by the administrative guidelines of the YEDPA. Rather, a narrative description of the content of each component was provided in a brief summary statement of the specific features judged to be possible parts of model programs.

Participants. The in-school counselors will identify students who are likely to drop-out of school during their Junior and/or Senior years. The determination will be based on SES level and academic record as well as membership in racial and/or ethnic groups. All potential participants will be unemployed or underemployed and will be demonstrably lacking in employability skills.

Work experience. Participants will be provided with work experiences in areas of employment available within the schools. Such jobs as teachers' aide, library aide, maintenance assistant, food service helper and clerk-typist will be established and students will be placed in a position by the in-school counselor. The counselor must certify that the position selected meets the career and educational goals of the student. Supervision of the student participants will be provided by faculty members who will be responsible for certifying that each participant has completed the required number of hours of work each week. Supervisors will also be responsible for providing the student participants with meaningful work experiences while they are employed by the YETP.

Institutional change. The school system will alter the nature of the basic vocational education programs offered to provide students with experiences directly related to the YETP jobs provided within the school. The CETA counselor assigned to the school will provide students with job information and the school-based counselors will be provided with weekly printouts of the State Employment Security Agency's computerized

job data bank and will make those printouts available to participants and non-participants who express an interest in them. School-based counselors will develop and present a program to improve students' job search skills and to teach participants the proper conduct of an initial job interview. The school's English and math departments will develop programs specifically designed to provide participants with the minimum competencies required to successfully compete for the jobs for which they are being trained. An effort will be made to incorporate job skills and employability enhancement goals in all areas of the school's curricula. Provision will be made to recruit and accept into the school former students who, having dropped out in the near past, declare themselves to be ready to return to school for the purposes of attaining a diploma and of participating in the YETP work experiences while improving their basic competencies.

Academic credit. The local education agency will certify the type and amount of credit to be derived from the work experiences of the YETP participants. The emphasis will be on certifying the attainment of competencies through non-traditional means, especially in the areas of math, language arts and reading. Minimum levels of credit will be established for completion of the work experience with students having the option to take a test for the purpose of gaining additional credit for competencies gained.

LEA agreement. As part of the basic agreement between the prime sponsor and the LEA, the Local Education Agency will certify that com-

pletion of the work experiences provided for under the YETP will prepare students for successful entry into the public (unsubsidized) or private sector of the employment market. The LEA will agree to obtain certification from school-based counselors of the eligibility of potential participants and of the applicability of each student's work experience to that student's career and educational goals. The LEA will agree to provide the prime sponsor with attendance and grade reports of all participants on a monthly basis and will provide such other program data as will be required from time to time to assess the adequacy of the program in attaining its stated goals. The LEA will further agree to refund that proportion of its YETP funds that are equivalent to the degree of shortfall from stated goals of the program. The prime sponsor will provide funds for student salaries, that proportion of school-based counselors' salaries equal to the additional work load generated by the YETP, supervisory salaries for faculty assigned to such duties and such other funding as may from time to time be required for program maintenance and evaluation. The LEA and the prime sponsor will review program accomplishments at quarterly intervals with the intent of adjusting program goals to reflect unforeseen circumstances that may have affected the attainment of such goals. Conflicts between the LEA and the prime sponsor, if such should arise, will be referred to the prime sponsor's Youth Council for adjudication.

Summary

Thus, a composite proposal, based on a review of the available

YETP submissions and statements of the intent of the Department of Labor with respect to this Sub-part of the YEDPA, was developed. The composite proposal was presented in narrative fashion and addressed the major components of the YETP proposals. An effort was made to include some statements that, while not found in a significant number of the submissions reviewed, appeared to reflect the intent of the Department of Labor with respect to the future of the YETP. The composite proposal was intended to provide the basis for many of the initiating events that would be evaluated by respondents during the data collection effort.

Chapter 5

CONDUCT OF THE DELPHI STUDY

Development of the Survey Package

Three items were included in the package distributed to the respondents to the Delphi questionnaire. These were: 1) A Summary of the Legislative and Administrative Requirements of the YETP; 2) A Composite YETP Proposal; and 3) the survey instrument. Of these, the summary of the legislative and administrative requirements was based on efforts to identify those requirements that were undertaken in the early stages of the study. The composite proposal was based on the review of the prime sponsor submissions and intent of the Department of Labor as described in the preceding chapter. The survey instrument itself remained to be developed and that effort was described next.

In May and June of 1978, the National Task Force on Youth Employment Policy, funded under a grant from the Ford Foundation and operating under the auspices of the National Association of State Boards of Education (NASBE), held a series of meetings in Washington, D.C. The first two meetings, on May 3 and May 24, were devoted primarily to the identification of problems for the school systems that the task force members felt were inherent in the YEDPA legislation. In the period between meetings, members were asked to evaluate problems

identified at the May 3 meeting. Using a four-point scale, the members indicated whether or not they agreed with the problem statements generated. At the May 24 meeting, statements were further refined to reflect the inputs provided by the survey. The intent was to insure that the members of the task force agreed, first, that the problems existed and, second, that the problem statements were clear and unambiguous. The remainder of the May 24 meeting and subsequent inputs were devoted to the identification of possible responses to those problems that had been identified.

For the purposes of this study, the problem statements generated by the National Task Force on Youth Employment Policy were taken as a starting point in the development of an instrument to obtain responses from local school personnel. The problem statements were combined with the composite proposal and summary of the legislative and administrative requirements to generate a series of "If...Then..." statements. Those statements were then distributed, in the form of a survey questionnaire, to individuals in local school systems who were in one way or another involved with the implementation of the YETP.

The development of the "If...Then..." statements was crucial to the success of the overall effort to apply the Delphi technique to the problems of the YETP. The "If..." portion of each statement was derived from the composite proposal and/or the summary of legislative and administrative requirements. The intent was to insure that there was a direct relationship between the initiating event, reflected in the "If..." statement, and the YETP itself. This was considered necessary if the

likelihood of the outcomes was to be accurately determined by the respondents since it insured that there was a basis for assuming that the initiating event could be related to their experience with the YETP.

Once the "If..." portions of the Delphi items had been established, the "Then..." statements, i.e., the outcomes to be evaluated, were generated. In this case, the results of the meetings of the National Task Force on Youth Employment Policy were used as the basis for the development effort. It was recognized that the use of the Task Force outcomes could bias the responses to the survey since the intent of the Task Force was to identify the problems that could be generated by the YETP. A deliberate effort was therefore made to recast some of the outcomes so that, on the surface at least, they reflected favorable affects on the schools.

After the list of outcomes was developed, they were matched up with the list of initiating events to form fifty statements that could be evaluated by asking the respondents to determine whether or not the "Then..." portion would follow given the occurrence of the "If..." portion. The fifty "If...Then..." statements are found in Appendix A, Content of the Survey Package.

For each of the statements, respondents were asked to first determine whether or not the outcomes were likely to take place in their school systems. They were asked to respond by selecting one of six possible responses on a likelihood scale. The responses were:

1. Highly likely (already becoming visible).
2. Likely (expected to materialize soon).

3. Mildly likely (anticipated but only if certain events come together in the right way).

4. Mildly unlikely (not expected but seen as a possibility).

5. Unlikely (not expected and would surprise many people if it happens).

6. Highly unlikely (could only happen if major variables in the local situation change radically).

Once the item had been evaluated on the likelihood scale, the respondents were asked to assume that the outcome, as reflected in the "Then..." portion, had occurred. Based on that assumption, they were to evaluate the impact on the schools using the following scale.

1. Highly favorable (schools will be significantly better able to serve the local community).

2. Favorable (schools will be somewhat better able to deal with the youth they serve).

3. Slightly favorable (schools will be slightly better situated to aid students).

4. Slightly unfavorable (schools will have to work a little harder to stay where they are in the provision of services).

5. Unfavorable (schools will lose some of their ability to serve the youth of the area).

6. Highly unfavorable (schools will find it impossible to continue their present level of services).

In evaluating impact, respondents were asked to concern themselves with the effect of the outcome on their own school system. The intent was to obtain information that would relate the local conditions to the outcomes in order to take advantage of the sampling technique used. Since each respondent's school system corresponded geographically to a prime sponsor included in the Department of Labor's stratified sample, it was felt that such an approach would provide data that could be

extrapolated to form the basis for conclusions on a nation-wide basis.

Collection of the Data

The first step in the data collection process was to contact potential respondents by telephone in order to secure their agreement to take part in the study. For the first iteration, twenty-three school districts were contacted. As a result of the telephone requests, twenty respondents were identified and the survey package (Appendix A) was mailed to them. After a period of two weeks had gone by, telephone contact was again established with those individuals who had not as yet returned the survey. As a result of those efforts, responses were obtained corresponding to all cells of the Department of Labor's stratified sample except the cell that contained the State of Alaska as its only representative prime sponsor.

The data from the first iteration was then tabulated and preparations begun for the second iteration. Again, telephonic contact was first established with potential respondents. In this case, the package was modified to indicate the mean response for each item and the most frequent response category of each on the first iteration. The respondents were asked to explain any response they made that was not within a range of ± 1.5 of the mean response on the first iteration. As with the first iteration, follow-up telephone contacts were made with non-respondents after a two-week interval had gone by. On the second iteration, as on the first, responses were obtained that corresponded to all cells in the Department of Labor's stratified sample with the

single exception noted above. Analysis of the data began upon completion of the tabulation of the data obtained in the second round of the modified Delphi procedure used in the study.

Preliminary Data Analysis

Examination of the data gathered as a result of the first and second iterations indicated that a consensus had been achieved on most of the items included in the survey. The exceptions were as follows:

<u>LIKELIHOOD</u>	<u>IMPACT</u>
6	11
8	12
11	17
14	20
15	22
39	
40	
44	
45	

Of these, the responses to Items 6, 11 and 15 indicated a bi-modal distribution on the likelihood scale as did Item 11 on the impact scale. While none of the above listed items met the test of consensus established for this study, inspection of the responses indicated that a consensus was building around the most frequent response category of Items 39, 40 and 44 on the likelihood scale. The same was true of Items 12 and 22 on the impact scale. In those cases, the mean was displaced by the influence of a relatively small number of responses (20% or less) that lay at an extreme away from the consensus point. The small number of responses at the extreme made it questionable to categorize these response patterns as bi-modal. In addition, failure

of respondents to offer explanations of responses that fell outside of the consensus range on the second iteration hampered efforts to analyze those items. It was concluded, however, that the evidence was strong that, either because of the bi-modal nature of the response pattern or because of the presence of a consensus point at the most frequent response value, those items could be deleted from further iterations.

This inspection left five items (8, 14 and 45 on the likelihood scale and 17 and 20 on the impact scale) as candidates for further investigation. Of those items, 14 and 17 gave no indication of any movement towards consensus. This was interpreted as a reflection of local variables that affected the respondents in a way that precluded the possibility of attaining a consensus on Item 14 and 17. Items 8, 20 and 45 exhibited inconclusive development of consensus points around their mean values. It was therefore concluded that the third and fourth iterations need not be conducted since the useable information possible from those iteration was, at best, extremely limited.

Having decided to delete the third and fourth iterations, an attempt was made to isolate the items that were of particular interest based on their mean response scores. Prior to entering a detailed analysis of the data, therefore, those items judged likely to occur ($1.0 < \bar{X} < 3.0$) and/or of significant negative impact ($4.5 < \bar{X} > 6.0$) or of significant positive impact ($1.0 < \bar{X} < 2.5$) were identified. Three charts were developed to assist in the display of the pertinent data.

Table 3 indicated the items selected on the basis of responses on the likelihood scale. During the discussion of the research findings,

Table 3
Outcomes Judged Likely to Occur

Item	\bar{X}_{t1}	Consensus	Summary of Item Outcome
2	2.95	Yes	YETP will require additional clerical help.
13	2.84	Yes	Students will see long-term value of school.
17	2.26	Yes	Work experience will not substitute for basic or core course requirements.
21	2.84	Yes	State Boards of Education will exercise more direct control to insure targeting succeeds.
24	2.63	Yes	Formula funding will inhibit planning.
25	2.78	Yes	Minimum competency test scores will drop.
26	2.72	Yes	Prime sponsors will control school counselors.
32	2.77	Yes	Youth will emphasize short-term goals.
35	2.15	Yes	Withdrawal of funds will cause financial problems.
38	2.70	Yes	Counselors will specialize their activities.
39	2.63	Yes	Programs will reflect the ability of poorer students.
43	2.40	Yes	School personnel will concentrate on program administration rather than student needs.
44	2.57	Yes ^a	A dual personnel system will be set up.
45	2.94	Bi-modal	Employers' reliance on diplomas will be reduced.
46	2.78	Yes	Diplomas will reflect the program completed.
48	1.73	Yes	Federal budget cycles will hinder planning.

^aAround most frequent response category.

Table 3 (continued)

Item	\bar{X}_{t1}	Consensus	Summary of Item Outcome
49	2.89	Yes	Schools will be accused of hurting employment chances of participants.
50	2.94	Yes	Incompetent personnel will not be easily removed.

the items in Table 3 would be of particular interest because they were the items that the respondents felt were going to happen. The outcomes of those items seemed to be related to the initiating events in a cause effect fashion. Thus, the table indicated which items the respondents felt had an initiating event, taken from the composite proposal and/or the review of the legislative and administrative guidelines, that could lead directly to the outcome that had been logically related to that event after a review of the outputs of the National Task Force on Youth Employment Policy's meetings.

Table 4 presented the items that were identified as having a positive or negative impact on the schools. This table showed which outcomes the respondents had looked on as helping or hurting the schools' ability to fulfill its role in society if they actually were to occur. In most cases this meant that the respondents agreed with the members of the task force that the outcomes were problem areas to be carefully watched as the YETP was implemented. There was only one outcome that was considered to have a positive impact, indicating that the YETP was much less a help than a hindrance to the schools, at least in the view of the respondents.

Finally, Table 5 showed the items that were included in both Table 3 and Table 4. The items found in Table 5 were judged by the respondents to be both likely to occur and to have a potential for positive or negative impact on the schools. Thus, this table was considered to present the items that were the most crucial to the schools, i.e., the items that could be expected to come about if the YETP was imple-

Table 4

Outcomes That Will Impact on the Schools

Item	\bar{X}_{ti}	Consensus	Summary of Item Outcome
10	4.83	Yes	Students will be encouraged to drop out of school.
12	4.94	Yes ^a	Counselors will not provide services to non-participants.
13	2.47	Yes	Students will see long-term value of school.
16	4.88	Yes	National standards for work credit will be set up.
18	4.84	Yes	Students will be reluctant to confirm low SES by participating in the YETP.
20	4.88	No	Prime sponsors will make many school related decisions.
22	4.58	Yes ^a	Other agencies will replace the schools in some arenas.
23	5.11	Yes	Youth Councils will acquire decision-making power.
24	5.05	Yes	Formula funding will inhibit planning.
25	4.66	Yes	Minimum competency test scores will drop.
26	5.18	Yes	Prime sponsors will control school counselors.
27	5.21	Yes	Counselors will be removed from the schools.
28	4.72	Yes	Participants will be alienated by failure to apply work experience to basic or core course requirements.
29	4.94	Yes	Schools and/or counselors will be blamed for students' failure to achieve career/academic goals.
30	4.77	Yes	Qualified personnel will not be available for YETP positions.

^aAround most frequent response category.

Table 4 (continued)

Item	\bar{x}_{ti}	Consensus	Summary of Item Outcome
31	5.33	Yes	Responses to local needs will be limited by model programs.
32	5.15	Yes	Youth will emphasize short-term goals.
33	5.00	Yes	Counselors will provide career counseling only to participants.
35	5.50	Yes	Withdrawal of funds will cause financial problems.
36	4.94	Yes	A separate counseling system will be developed.
38	4.82	Yes	Counselors will specialize their activities.
39	5.55	Yes	Programs will reflect the ability of poorer students.
41	4.55	Yes	Schools will use cost benefit/analysis methods.
43	5.57	Yes	School personnel will concentrate on program administration rather than student needs.
44	5.61	Yes	A dual personnel system will be set up.
45	4.94	Yes	Employers' reliance on diplomas will be reduced.
48	5.66	Yes	Federal budget cycles will hinder planning.
49	5.00	Yes	Schools will be accused of hurting employment chances of participants.
50	5.27	Yes	Incompetent personnel will not be easily removed.

^aAround most frequent response category.

Table 5

Items Having High Likelihood and High Impact

Item	\bar{X}_{t1}	\bar{X}_{ti}	Summary of Item Outcome
13	2.84	2.47	Students will see long-term value of school.
24	2.63	5.05	Formula funding will inhibit planning.
25	2.78	4.66	Minimum competency test scores will drop.
26	2.72	5.18	Prime sponsors will control school counselors.
32	2.77	5.15	Youth will emphasize short-term goals.
35	2.15	5.50	Withdrawal of funds will cause financial problems.
38	2.70	4.82	Counselors will specialize their activities.
39	2.63	5.55	Programs will reflect the ability of poorer students.
43	2.40	5.57	School personnel will concentrate on program administration rather than student needs.
44	2.57	5.61	A dual personnel system will be set up.
45	2.94	4.94	Employer's reliance on diplomas will be reduced.
48	1.73	5.66	Federal budget cycles will hinder planning.
49	2.89	5.00	Schools will be accused of hurting employment chances of participants.
50	2.94	5.27	Incompetent personnel will not be easily removed.

mented and that could be expected to affect the schools most directly if they did come about, regardless of the cause of their occurrence. While it was not intended that the discussion of the data would single out these items for particular attention, their existence and identification was considered to be both important and useful for the schools. A review of the content of Table 5 indicated that there was a high probability that the YETP, as implemented by the Department of Labor, could cause the schools a number of significant problems without providing substantial hope of alleviating the impact of youth unemployment on them.

Chapter 6

DISCUSSION OF THE SURVEY FINDINGS

Presentation of the Data

Figure 1 identified the various cells created when impact was charted against likelihood. The critical values on the two scales, as previously discussed, were plotted and the resultant areas of concern were used to structure the presentation of the data. Cell A was bounded by the upper limit for positive impact and the upper limit for a likely occurrence. Thus, any item falling within Cell A was considered to be a beneficial outcome that could be expected to result from the implementation of the YETP programs. Cell B was expected to contain those items that were not likely to occur but would have a positive impact on the schools if they did. Items that fell within the limits of Cell C, which was bounded by the lower limit of unlikely responses and the lower limit of unfavorable outcomes, were judged by the respondents to be negative impacts that should not be looked for if the YETP was implemented as described. The limits of Cell D indicated that any item falling within that cell would be likely to occur and to have a detrimental effect on the schools. Cell E contained items that were judged neutral on both indices, that is, items that the respondents were not able to assign a likelihood value and that had an inconsequential impact on the schools. Cell F, which was divided into specific regions

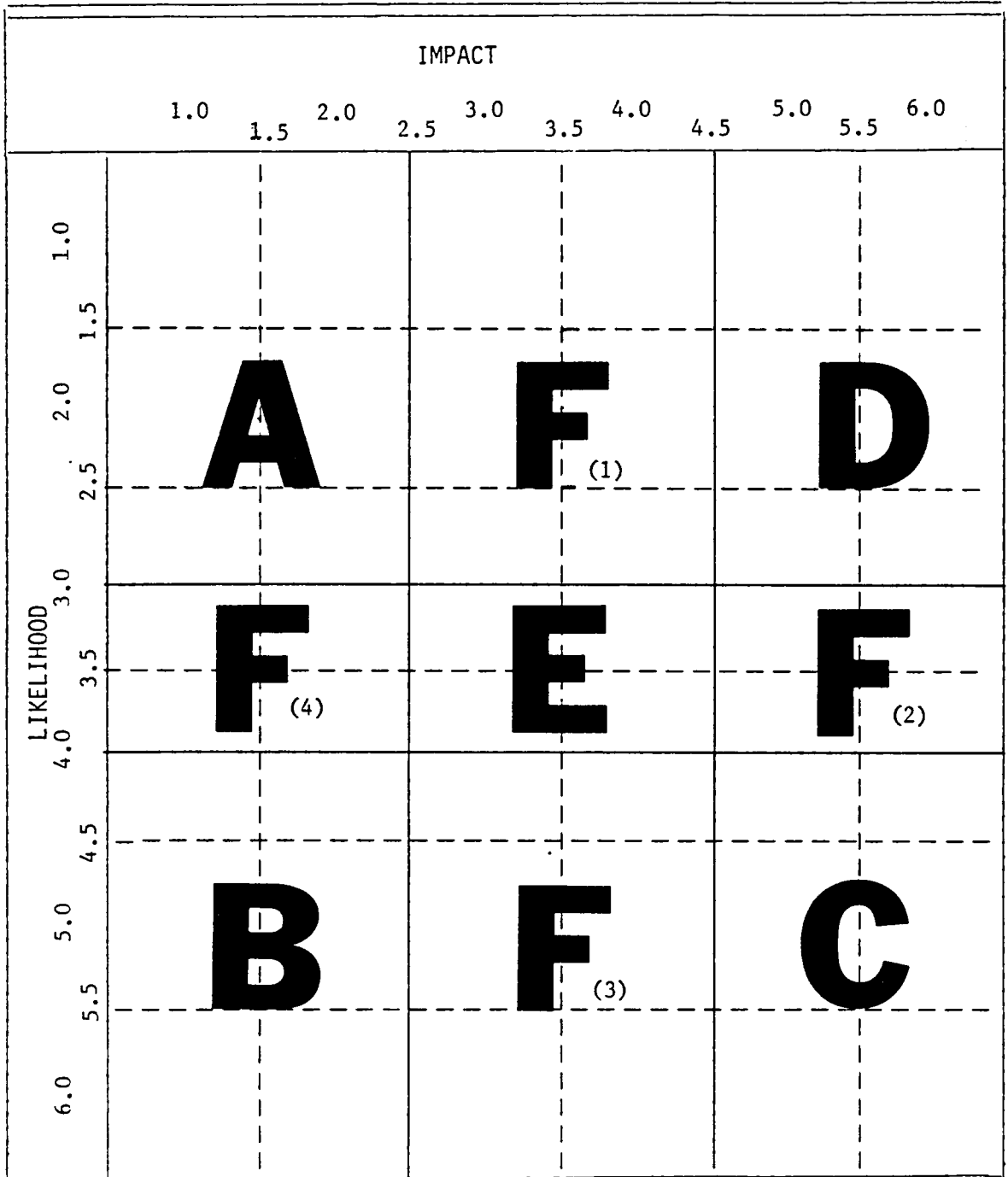


Figure 1

Cells Created When Impact Was
Correlated With Likelihood

through the use of subscripts, contained items that were of positive or negative value on one scale but were rated inconclusively on the other scale. Thus six major regions were identified with one of the regions being subdivided for ease in discussion of the implications of responses falling within its boundaries.

Figure 2 displayed the data visually to provide an easy reference in discussing the results of the data collection effort. A simple inspection of Figure 2 indicated two significant points. First, very few outcomes, regardless of their likelihood of occurrence, were felt to be of potentially positive impact. Second, relatively few items were considered to be unlikely to occur at some point in time if the YETP were to continue in existence into the distant future. Combining these two observations could have led to the conclusion that the YETP was considered to be something of a monster in the schools. Before such a conclusion could be justified, however, it had to be carefully analyzed. One significant point that was not obvious from the display of the data was the source of the outcomes, i.e., the results of the meetings of the National Task Force on Youth Employment Policy. The National Task Force was, in general, slanted towards problems that could be encountered by the schools rather than attempting to provide a balanced, overall picture of the YETP. With that point in mind, each major cell of the visual display in Figure 2 was addressed with the intent of discovering what, if any, conclusions could be drawn.

Cell A indicated the outcomes that were judged likely to occur and to have a positive impact on the schools. The only outcome that

		IMPACT		
		Positive		Negative
LIKELIHOOD	Likely	<u>A</u>	<u>F₁</u>	<u>D</u> 48
		13	17	35
		40	2	37 44
		<u>F₄</u>	<u>E</u> 21 37	<u>F₂</u>
		47	14	12 23
		9	5	36 29
		11	4	22 16 31
			6	33
	Unlikely	<u>B</u>	<u>F₃</u>	<u>C</u>
		1	7	18 20
		3	8	30 41
			19	10 27
				25 28 38 43 45 49 50
			46	24 26 32

Figure 2

Display of Items by Mean Response
on Impact and Likelihood Scales

fell into this cell, reflected in Item 13, related to the perceptions about schools held by program participants. The respondents tended to feel that the YETP programs would enhance the image of the schools, i.e., that students would consider their school experience to be of long-term value to them as a result of the YETP. It was the opinion of the respondents that such a change in attitude would be beneficial to the schools.

Moving to Cell B, it was noted that no outcomes were considered to be unlikely to occur but of positive impact if they did happen. An effort was then made to identify the items that were assigned to Cell C. These items, considered unlikely to occur but of potentially negative impact if they did occur, were placed into broad categories within the cell itself. The first category addressed was that of outcomes directly affecting students. The results showed that school personnel felt that providing students with job-search information and that expanding their awareness of available jobs would not lead the students to drop out of school (Item 10). The data also indicated that the requirement to identify participants as members of lower SES strata would not inhibit student participation in the programs (Item 18).

The second response category was Personnel. Responses to Item 27 identified a potentially serious problem for the schools in the event that efforts were made to remove YETP school-based counselors from the school setting. The respondents did not consider this to be a very likely occurrence, however. Respondents also felt that there was not much chance that school districts would have difficulty finding indi-

viduals with the specific qualifications required in order to meet the legislative and administrative requirements of the YETP (Item 30). Again, they assumed that, if such a situation should arise, the effect on the schools would be detrimental.

The third category of items was that of Administration. The respondents felt (Item 20) that the schools and the boards of education would be able to retain their authority to make final decisions in the area of vocational programs. Responses to Item 41 indicated that it would not be likely that schools would be asked to apply cost-benefit/cost effectiveness techniques to other program areas as a result of being asked to do so in the YETP. In both of these cases, the respondents were clearly concerned that, if either event should come to pass, they would be faced with serious problems in the schools.

The inspection of the data then moved to Cell D in which were found the outcomes that had been judged to be both likely to occur and negative in their impacts on the schools. Within this cell, five broad areas of concern were identified. These were: Finances, Personnel, Students, Administration and Employment.

In the area of Finances, three items evidenced both a likely occurrence and a negative impact rating. Item 24 indicated that the schools could expect problems in the long run because the YETP was funded on the basis of a Department of Labor formula reflecting local unemployment patterns. The same concern was reflected in the responses to Item 48 with respect to the Federal budget cycles that established October 1 as the start of the fiscal year, thereby delaying final

appropriations of funds until well into the schools' planning cycle. Finally, Item 35 indicated that, if the Federal government were to cease funding school-based counselors, the effects on the schools would be dire.

Items 26, 44 and 50 were identified with Personnel and were considered likely to occur with a negative impact on the schools. Taking the items in order, they revealed a concern that prime sponsors would acquire control of the work-loads and assignments of the in-school counselors, that the counselors hired by the prime sponsor would eventually establish a separate personnel system in competition with the schools' existing system, and that the YETP would make it increasingly difficult for the schools to remove incompetent personnel when such action was necessary.

Three items with outcomes that directly affected Students fell into this cell. Item 25 tied the granting of academic credit for work experiences to the potential for declining student scores on minimum competency tests. Item 28 was concerned with the possibility that failure to grant core or basic credit for work experiences would result in alienating participants' attitudes towards the schools. Item 32 tied the requirement that Youth Councils approve school programs to the potential for basing programs on short-term needs in order to secure that approval. In all three cases, the respondents judged the outcomes to be likely and to be detrimental to the schools.

Items 38, 39 and 43 dealt with Administration. Item 38 was concerned with specialization of counseling services in response to the

YETP's emphasis on the needs of the target population. Item 39 asked respondents to evaluate the possibility that schools would begin to provide programs geared to the lower range of student abilities. The question of the effect of administrative requirements on the delivery of school services was addressed by Item 43. In all three cases, the respondents felt that the impact would be negative and that the outcomes were likely.

The final two outcomes considered to be both potentially negative and likely to occur fell within the category of Employment. Items 45 and 49 asked whether, in the former case, employers would reduce their reliance on diplomas in making hiring decisions and, in the latter, whether the schools would decrease the employment prospects of participants by identifying them as structurally unemployed.

Cell E, which contained items that were judged to be neither likely nor unlikely and of neither positive nor negative impact, was looked at next. The thirteen items in Cell E were again assigned to categories. In this case, the categories identified were: Finance, Personnel, Students, Administration, Employment and Community Relations.

Item 34 was the only outcome assigned to the Finance category in this cell. The outcome addressed the question of whether or not the schools would feel themselves to be financially burdened if extensive retraining of counselors became necessary in order to provide them with skills in the provision of employment and job search services. The likelihood rating was not significant and the impact rating was neutral.

In the area of Personnel, Item 14 raised the possibility that

YETP counselors might be resented by the other school-based counselors because of the comparatively light YETP work-loads. Item 37, which presented the problem of removal of the counseling function from the schools, was also placed in this category. The respondents to the survey made no significant judgements about either item on either scale.

The category of Students contained Items 4, 5, 6, 9 and 15. According to Item 4, participants would fall victim to a self-fulfilling prophecy in that schools, once having labeled them as potential drop-outs, would treat those students as if they had, in fact, made the decision to leave school. Another potential outcome, reflected in Item 5, was that participants would be more successful students because the YETP would force faculty members to interact with and become more concerned about the needs of the target group. Item 6 presented the idea that, if courses were based on occupational standards, the overall quality of the students' curricula would decline. Item 9 dealt with the possibility that a successful effort to entice drop-outs to return to school would prove beneficial to the schools' image with students. Finally, Item 15 stated that the granting of academic credit for work experience would lead to a reduction in the quality of the educational experiences of the participants. These five items were placed in the middle ground on both scales by the respondents.

Cell E contained two items that related to the category of Administration. The possibility that State Education Agencies would exercise more direct control in order to insure equality of educational opportunity under the YETP was reflected in Item 21. Item 42 stated

that the role of the schools would be redefined in an effort to minimize duplication of services and programs. No conclusions could be drawn about the likelihood or impact of either of these items.

One Employment related item, Item 11, was included in Cell E. Here, again, the mean response level made it impossible to state whether the outcome was likely or unlikely to occur. Nor could a positive or negative impact be assigned. This item presented the possibility that schools would be evaluated on the basis of how successful YETP participants were in securing jobs in the fields for which they were trained.

The final category was that of Community Relations. Here, Item 47 fell within Cell E. This item dealt with the effect of the YETP use of school facilities on the level of demand made on those facilities by other groups in the community. The results for this item were inconclusive on both scales.

Cells F_1 , F_2 , F_3 and F_4 contained items judged to be critical on one scale but not on the other. Cell F_1 contained items that were considered likely to occur but were considered neither positive nor negative in their impact. Two of the items in Cell F_1 , Item 17 and Item 46, related to Administration. Item 17 stated that credit for work experience would not be substituted for core or basic courses. Item 46 said that schools would begin to indicate on students' diplomas the type of program that graduates had gone through in order to qualify for a diploma. Item 2, which was placed in the Personnel category, asked whether schools would require additional clerical help to handle the YETP paperwork. Finally, Item 40 was placed in the Community Relations category because it related

the image of the schools, based on participation in the YETP, to the success of the employment programs.

Responses to Cell F₂ were assigned to four categories: Personnel, Administration, Students and Community Relations. The items in this cell were considered to have a potentially adverse impact but the respondents' estimate of their likelihood of occurrence was inconclusive. Item 36, categorized as a Personnel outcome, dealt with the possibility that a separate career counseling system would be established as a result of the YETP. Items 16, 22 and 23 affected Administration. Item 16 was concerned with the establishment of national standards for the granting of academic credit for work experiences. Item 22 reflected the possibility that school-based vocational programs would decline in number as prime sponsors identified other potential deliverers of services. Item 23 reflected the belief that the Youth Councils mandated by the legislation might supplant the Local Education Agency as the decision-making authority in the area of vocational programs.

Two items directly affected the category concerned with Students. Item 12 called for estimates of the impact of and likelihood that, because of the YETP work-loads of counselors, non-participants would receive fewer and/or lower quality services. Item 33 asked whether and with what effect participants' career options would be reduced as a result of participation in the YETP.

The final category, Community Relations, contained three items. The first (Item 8) was concerned with the possibility that the schools' image would be lowered as a result of the vocational training emphasis

of the YETP. The second (Item 29) asked whether or not the schools and/or the in-school counselors would be blamed if participants' occupational and career goals were not met. The third item (Item 31) suggested that, if model programs were selected and implemented, the schools would not be able to adapt to local needs.

The items that fell within Cell F_3 were considered unlikely to occur but the respondents were unable to categorize their impact as either positive or negative. Item 3, placed in the Finance category, reflected the possibility that the YETP could lead to substantial increases in funding for the schools if former drop-outs were induced to return to them. Item 7, an item in the Student category, indicated that counselors would be better able to provide job services for non-participants as a result of their experiences with participants in the YETP. Item 19 sought responses to the question of the effect of Junior and Community College programs on the rate of student participation in the high school programs and was assigned to the category of Administration. Cell F_4 , which was empty, reflected positive impact outcomes that were not categorized as likely or unlikely to occur.

Discussion of the Data by
Cells: Cells A and C

Item 13, the only item that was considered both likely to occur and of potentially positive impact, said little in and of itself about the potential impact of the YETP. By addressing the item found in Cell A and the reciprocals of the items found in Cell C, however, it was

possible to deduce some of the more interesting interactions that could be expected as a result of the YETP. While doing so, it had to be remembered that, in many cases, the reciprocal of an item that was judged unlikely would not necessarily have been judged likely, given the limits of the various cells. It appeared reasonable to assume, however, that the reciprocal would be judged more likely to occur and that the more negative the impact of a given item, the more positive its reciprocal would have been.

With those thoughts in mind, it seemed probable that the YETP would lead to the following positive outcomes in the various categories listed:

1. Students - Students would tend to remain in school to take advantage of the work experience opportunities provided and eligible participants would be willing to participate despite the targeting features of the YETP.

2. Personnel - In-school counselors would not be transferred to other agencies where employment and job-skill services were the primary concern and the schools would not experience problems filling YETP positions that required special counseling skills.

3. Administration - Local prime sponsors would not replace the Local Education Agencies as the vocational training decision-making authority and the schools would not be required to apply cost benefit/cost effectiveness criteria to program areas other than the YETP.

4. Community Relations - Students would consider their school experiences to be of long-term value because of YETP participation.

Remembering that most of the above were reciprocals of items actually assigned to Cell C, several conclusions still appeared to be warranted. First, the positive outcomes that could be considered likely to occur amounted, in general, to statements that the status quo would be maintained. This was particularly true in the categories of Personnel and Administration but could also be inferred about the outcomes assigned to the Community Relations and Students categories. Certainly, students afforded work experiences under the existing vocational programs would consider schooling to be of long-term value if the same experiences would lead to such an outcome under the auspices of the YETP. Similarly, students would remain in school to take advantage of the work experience component regardless of the sponsor if they would do so at all. Thus, in the view of the respondents, little was expected to change with respect to these outcomes as a result of the YETP. Indeed, it appeared arguable that the estimate of the likelihood of those outcomes occurring was based on the respondents' perceptions of the attitudes of students enrolled in more traditional vocational programs.

A second conclusion reached was that some interdependence of responses existed. While no effort was made to statistically establish the degree and nature of the possible interactions taking place, some of the outcomes appeared to be mutually supportive. This was particularly evident when Personnel and Administration were considered together and when Students and Community Relations were considered together. If the locus of decision-making authority in the vocational arena remained essentially unchanged, it seemed reasonable to conclude that counselors

would not be removed from the schools, that cost-benefit/cost effectiveness criteria would not be applied to all programs in the schools and that the skills required of potential counselors would not change. Similarly, if the school experience was seen to have long-term benefit because of the work experience provided, it appeared likely that students would remain in school to take advantage of work experience programs and that the target population would be willing to participate despite any potentially adverse effects of the targeting requirement on their self-esteem levels. These conclusions led to the identification of two critical outcomes. If the items in Cell C were to be avoided, i.e., if their reciprocals were to be realized, and the item in Cell A was to come about, then it appeared necessary to insure that Local Education Agencies retained their decision-making authority and that the schools were perceived to be of long-term value because of the work experiences afforded to participants in the YETP.

Next, the analysis returned to the items in Cell C that were the basis of the reciprocals addressed above. Since these items were not expected to occur, they might have seemed to be of little consequence. Their general evaluation as being of negative impact, however, implied that the respondents were concerned lest these outcomes should manifest themselves. Any indication that counselors were being removed from the schools, whether permanently or for training sessions or for other reasons, was considered to be a matter of concern because of the negative implications of such removal. Or, as another example, if members of the target population evidenced reluctance to take part in the program

because they did not want to admit that they were unemployable, the schools should seriously reconsider the likelihood of all of these outcomes. Thus, it seemed that, while these outcomes were not considered likely to occur, they should be closely watched for because of the adverse effects they could have on the schools.

Finally, Item 13 and Item 20 were addressed separately. These two items represented the outcomes that were determined to be crucial in the chain of events leading to the realization of the other outcomes and could be addressed in a preliminary fashion since the legislation and the administrative guidelines provided a framework for the analysis. In this light, the goals of the legislation included an effort to foster institutional change. One of the changes emphasized in the program's administration was inclusion of the prime sponsors' Youth Councils in the decision-making process. One of the major assumptions behind that effort implied that the schools had not met the long-term needs of the target population in the past. Thus, in order for the YETP to achieve its goals, it appeared necessary to transfer some decision-making power from the LEA to the prime sponsor operating through the Youth Council. It further appeared that the YETP was based on the belief that, unless and until such a transfer took place, the participants' long-term needs would not be met by the schools. It seemed probable, therefore, that these two outcomes could become pivotal sources of conflict between the LEAs and the prime sponsors. When it was recognized that the positive outcome indicated by the impact rating of Item 13 was based on successful work experience components, it became apparent that the potential for tension

between the desire of the LEA to retain its authority and the desire of the Department of Labor to foster institutional changes could become quite high. These two items were considered to be very significant to the overall evaluation of the impact of the YETP on the schools because they seemed to indicate a major area of conflict engendered by the YETP.

Discussion of the Data by
Cells: Cell D

The analysis of the data by cells turned next to Cell D in which were found the items that had been judged likely to occur and to be of negative impact. As perhaps an important aside, it was noted that, in many cases, the estimates could be assumed to reflect possible outcomes of other pieces of Federal legislation. If this were true, greater confidence in the estimates seemed possible since, in a sense, the respondents were reporting existing rather than projected outcomes for many of the items.

The analysis revealed three apparently overriding concerns. The first was the source of funding for the YETP; the second was the targeting feature of the YETP; and the third was the effect of the YETP on employment practices. There were several factors that led to the conclusion that these three concerns were highly significant determinants of the respondents evaluation of items found in Cell D. First, all of the outcomes in the cell, as Table 6 indicates, fell into a subset of at least one of the concerns. Second, the items associated with each concern (Table 6) appeared to be interdependent so that, if one of the outcomes

Table 6

Items in Cell D Arrayed by Areas of Concern

FUNDING SOURCE	TARGETING	EMPLOYMENT
Item 24 - Level based on DOL formula.	Item 28 - Participants alienated in attitudes towards the schools.	Item 25 - Decline in ability of participants to pass minimum competency tests.
Item 26 - Prime sponsor control of work-loads.	Item 38 - Specialization of counselors to deal with specific needs of special groups.	Item 32 - Emphasis on short rather than long-term needs of participants.
Item 35 - Withdrawal of Federal funds.	Item 39 - Development of programs geared to poorest rather than average or best students.	Item 43 - Employers reduce reliance on diplomas.
Item 43 - Meeting funding requirements more important than meeting student needs.	Item 43 - Administrative requirements more important than student needs.	Item 49 - Reduced employability because participants are, by definition, structurally unemployed.
Item 44 - Separate personnel system established.	Item 50 - Difficulties in removing incompetent YETP employees.	
Item 48 - Impact of budget cycle on planning.		
Item 50 - Difficulties in removing incompetent YETP employees.		

occurred, the likelihood of the other outcomes associated with it seemed to be affected. Third, each of the concerns related to at least one of the legislative assumptions underlying the YETP. Finally, two of the concerns had specific corollaries in other Federal programs and the third, that of the effect of the YETP on employment practices, had at least indirect relationships with more traditional vocational programs. To clarify the results with respect to Cell D, each of the concerns was addressed on all four factors to provide a concise understanding of what was happening within the cell.

The first concern, the source of the YETP funds, was seen to represent a subset of the total cell that included Items 24, 26, 35, 43, 49 and 50. There appeared to be a good deal of interdependence between these items. Two of them, Items 24 and 48, took on the characteristics of override variables in that, if either or both of them came to pass, several of the other outcomes seemed much more likely to occur. Both of these items related to increased planning problems for the schools. Increased planning problems, whether stemming, as in the case of Item 24, from the formula upon which funding levels was based, or, as in the case of Item 48, from the federal government's fiscal year start date of October 1, seemed to have significant implications for the schools. Additionally, such outcomes as the loss of personnel resulting from the withdrawal of Federal funds supporting YETP positions, appeared to have effects on other variables, such as the likelihood that a separate personnel system would be established. Overall, it seemed most correct to state that if the outcome associated with Item 24 or Item 48 occurred,

the likelihood and impact of the other outcomes would be affected. As a corollary, it was also concluded that, if any of the five subordinate outcomes occurred, it could be considered a warning sign that the remaining outcomes would, as a result, become more likely. Thus, there was seen to be a fairly high level of interdependence among the items clustered under this concern.

The next factor pointing to the significance of this concern was its relationship to major legislative assumptions of the YEDPA. The specific assumption that was obviously related to this concern stated that the federal government was uniquely able to provide an employment and training program to solve the problems of structurally unemployed youth. Once that assumption was made and action taken on it, the source of funds for the YETP was, in broad terms, established. By basing the Federal effort on other assumptions that implied that the schools had failed to provide adequate job preparation in the past, the Congress narrowed the source of funds to the Department of Labor, the only agency outside of the educational governance structure that had a substantial record in the field of employment training services. These assumptions appeared to have led to a program design that emphasized employment statistics to establish the level of funding and to the implementation of a planning and resource allocation process geared to the Federal budget cycle. Thus, two of most important outcomes associated with this concern were seen to be inextricably tied to program assumptions. The net effect was a strengthening of the case for acceptance of the respondents' estimate of their likelihood of occurrence.

The question of the source of funds for the YETP was felt to have specific program referants in other Federally funded efforts to assist youth in the schools. Thus, the final factor that led to the conclusion that this concern was central to an understanding of the outcomes arrayed in Cell D was considered to have been satisfied. Two points, each relating to one of the key outcomes in the cell were identified. First, any Federal program that had received funding in the past two years had been tied to the new federal government fiscal cycle that begins October 1. School personnel have, therefore, had experience with the initiating event for Item 24 and could be expected to be reasonably accurate in their assessment of the impact on school operations of that cycle. Second, certain Federal programs, such as Head Start and Right to Read, have been funded on a formula basis. It was, as a result, concluded that the respondents had a strong experiential background upon which their estimates could be based. It seemed reasonable to assume that respondents' estimates of the impact of the two key outcomes were, at least in part, based on what had occurred with respect to other Federal programs and that the judgement that planning efforts in the schools would be adversely affected by the initiating events was sound.

There were, in conclusion, several highly persuasive reasons for not only accepting the estimates of the respondents in this area of concern but for considering any errors in those estimates to be made on the side of cautious optimism about the effect of the YETP. The outcomes associated with the source of funding support for the YETP should there-

fore be closely monitored in the schools. As was seen in the analysis, if any of these outcomes were to occur, the likelihood of others occurring would tend to increase. Also, the potential impact of any of the items was at least as negative as the respondents had indicated and could be considerably more so. Finally, if either Item 24 or Item 48 came to pass, their status as override variables would make it difficult at best to avoid the other negative impacts associated with this area of concern.

The second area of concern, the targeting feature of the YETP, included Item 28, Item 38, Item 39, Item 43 and Item 50. Here, the major focus was on the influence of the YETP on students, both those who were participants and those who were non-participants. The interdependence of these items was seen when they were arrayed from most likely to least likely to occur. The result led to the realization that, in this area of concern, the targeting feature of the YETP was considered most likely to lead to schools that were geared to the least able students (Item 39). If this were the case, then the apparent emphasis on the needs of that lower ability group would reinforce the tendency of counselors to specialize in the services provided and the types of students served (Item 38) Further, it appeared that, with schools geared to lower ability students and counselors specializing in the treatment of problems unique to specific groups of students, the emphasis on the YETP's legal and administrative requirements (Item 43) was likely to increase. This connection was most evident when the effect of the YETP on non-participants was considered. It appeared that one way in which the schools

could defend lowered standards and increased specialization was through legal and administrative justifications. On the other hand, such an emphasis could also tend to increase the likelihood that participants would be alienated by the schools' reluctance to apply credit gained from work experience to required subjects (Item 28). This followed because it seemed plausible that the students would perceive the schools' actions as an effort to do what was required to get funding without making an effort to alleviate their problems. Finally, when program evaluation became more dependent on adherence to administrative and legal requirements than on the effect of the program on students, and when participants developed the attitude that the schools were their enemy and the YETP workers their allies, the definition, identification and removal of incompetent personnel was seen to be more difficult to accomplish (Item 50). Thus, a cascade effect appeared to be in operation here. Outcomes that were less likely when viewed independently seemed to increase in likelihood as and if the more likely outcomes occurred and all items were then considered as a unit. Again, interdependence appeared to be present.

This area of concern, when the next factor was considered, was obviously tied to the general assumption that social legislation, to be most effective, should be targeted. Other assumptions were also related to this concern. If failure to obtain a high school diploma was assumed to be an underlying cause of employability problems, then one approach to improving employability might be to lower the standards for obtaining a diploma. In addition, if youth were considered to be structurally unemployed because they did not receive sufficient job search information,

then a solution might be arrived at by inducing some counselors to specialize in providing such services to those youth. There was, therefore, a good correlation between the program assumptions and the items associated with the targeting concern. This was taken to indicate that increased confidence in the respondents' estimates of the likelihood of these outcomes was warranted.

The final factor addressed was that of the existence of corollaries in other Federal programs. Since the targeting assumption was applied to a number of Federal intervention in the social services area, it was considered highly probable that the respondents had experienced the effects of other targeted programs. Here, too, the responses were likely to have reflected information as much as inference. That such was the case was indicated by the strong tendency towards consensus evidenced by these outcomes. It seemed appropriate to conclude that the estimates of negative impact were fairly accurate reflections of the effect of these outcomes on the schools if they should occur.

In summary, the interaction between the items associated with targeting concerns was seen to have a cascading effect with one outcome flowing rapidly into another. Several program assumptions were found to be closely related to the outcomes of those items, suggesting that the likelihood of occurrence was increased because the initiating events were almost certain to take place. Finally, the respondents appeared to have access to information about the possible effects of targeting because of their exposure to other targeted programs. The overall impression was that these items were fairly and accurately judged to be

likely to occur and negative in impact. As a result, they were considered to be critical outcomes for the schools in the implementation of the YETP.

The final concern that was identified focused on the effect of the YETP on employment practices. In many respects, this was the crucial concern of the YETP itself since it dealt directly with the program's intent. The four items clustered within this area of concern were first evaluated to determine whether or not any interdependence could be detected. In this case, it appeared that three of the outcomes stood in a potentially causal relationship to the fourth. If the outcome associated with Item 49 came about, it seemed that the outcomes of Items 25, 32 and 45 were almost certain to have preceded it. Any plausible scenario that reflected the interactions of these items showed the three causative outcomes, occurring in almost any sequence, leading to the outcome of Item 49, i.e., reduced employment opportunities for participants. As an example, if the first outcome to occur were a decline in test scores for participants, employers' reliance on diplomas could well decline since those diplomas would reflect, apparently, a lower achievement level. Since the attainment of a diploma was less likely to be a determinant in successful job search efforts, the long-term rewards of the program would appear to have been diminished. Short-term goals would then appear more attractive to youth and would begin to displace long-term needs in the development of proposals. Ultimately, participants would find that they were less able to find employment. Once they had entered the program, they would have, in effect, admitted that their

experiences in the schools had not made them as ready to hold a job as had the experiences of non-participants. These four items, therefore, seemed to be interdependent in that three of the outcomes, taken together, led directly to the fourth.

The specific assumptions underlying the YEDPA reflected the belief that employability would be favorably affected by the various programs established. The outcomes in this area were directly concerned with that belief, albeit in a negative way. If, as a result of the YETP, employers reduced their reliance on diplomas in making hiring decisions, then possession of a high school diploma would not increase employability. Likewise, if program participation reduced employment prospects because the participants did not obtain as valuable a school experience as non-participants, the job experiences provided were not likely to have a favorable impact on employability. Since these outcomes were closely linked with the assumptions behind the legislation, the estimated likelihood of their occurrence was felt to have been accurate. It was concluded that if the schools were aware of the potential dangers implied by these items, they would carefully monitor local employment trends to discover any indications that the outcomes related to the employment concern had surfaced.

The final analysis revealed that, while there were no programs existent in the schools that were directly related to the YETP with respect to this concern, the Vocational Education Act, Part D, provided some basis for the respondents' evaluation of outcomes. It was noted, however, that the lack of specific referents to this area of concern

led to some interesting results. While the estimated impact of each item showed strong tendencies toward consensus, evaluations of the likelihood of occurrence were somewhat less conclusive. This same pattern did not show up in the other areas of concern. Especially with respect to Item 45, dealing with reduced reliance on diplomas as a factor in hiring decisions, the lack of a specific corollary in other Federal programs might well have reduced the confidence that could be placed in the estimates of likelihood. The responses on the likelihood scale evidenced weak consensus only when compared with the responses in other areas discussed with respect to the events in Cell D. The stronger consensus in the other areas was seen to be reflective of the respondents' ability to contemplate actual as opposed to anticipated events. It was, therefore, concluded that these items were likely to occur but that the respondents were not as confident in their estimates because of the lack of program corollaries. Further, the estimates of the impact of the outcomes associated with this area indicated that this was, indeed, an area of concern within the YETP that could lead to outcomes that would be highly detrimental to the schools.

It seemed that the items included under the heading "Employment Concerns" were fairly well established as being interdependent and related to program assumptions. It was also believed that lack of a specific corollary to this concern among other Federal programs affecting the schools had some effect on the development of consensus on the likelihood scale. The same effect was not, however, perceived with respect to the impact scale. It was assumed that the respondents' evaluation of impact

demonstrated an unequivocal judgement that, if the outcomes occurred, there would be negative consequences for the schools.

Discussion of the Data by
Cells: Cell E

Cell E was analyzed next. The items that fell within this cell had been evaluated as inconsequential on both scales. For ease in discussion, Table 7, showing those items from Cell E that were directly related to impacts on students and Table 8, showing those that were related to other categories of impact, were developed. This division appeared to be the most revealing way to display the data for analysis purposes. The analysis of the Student category seemed to be the most critical since it appeared that there was more to be said about the respondents who had evaluated those items than about the items themselves.

The two major conclusions drawn from the review of the data displayed on Table 7 were that, with respect to participants, the respondents to the survey were very unsure of the likelihood that specific outcomes would occur. There was also considerable agreement that any event affecting disadvantaged students would not have an appreciable positive or negative impact on the schools. (Item 6, the only item related to effects on non-participants as well as participants, was excluded from the discussion at this point.) While these two conclusions seemed fairly obvious, the factors that influenced the response patterns were not. It was to these factors that the analysis of the items in this category was directed since the implications of the YETP seemed depen-

Table 7

Student Related Outcomes of Cell E

Item	Summary Content of Outcome
4	Students considered less likely to succeed in school if identified as participants on the basis of membership in a group considered to be made up of potential drop-outs.
5	Supervision of participants will increase faculty concern for disadvantaged students and, therefore, increase their chances for success.
6	The curriculum of all students suffered when course offerings were based on minimum occupational standards.
9	The return of former drop-outs to the schools improved the image of the schools.
15	Credit for work experience reduced the quality of education provided to participants.

Table 8

Non-Student Related Outcomes of Cell E

Item	Summary Content of Outcome
11	Schools will be evaluated on the basis of the percentage of YETP participants employed in areas comparable to YETP job experiences.
14	School-based counselors will resent the comparatively light work-loads of YETP counselors.
21	The State Board of Education will exercise more direct control over local programs to insure equality of opportunity.
34	The schools will face financial problems trying to upgrade counselors' career and job counseling skills.
37	Removal of the counseling function from the schools will become a viable alternative.
42	The role of the schools will be redefined and some functions will be handed over to other agencies.
47	Schools will experience increased demands for the use of their facilities when classes are not in session.

dent on them.

The first step in determining what was behind the failure of the respondents to assign an impact to the student related items was a scan of the items in Cells F_1 and F_2 . Items in those cells were also judged to have no potential impact on the schools although the respondents did assign them a meaningful value on the likelihood scale. Two items, Item 1 and Item 7, that affected students were discovered in Cell F_3 and none in Cell F_1 . Both of the items identified related to the effects on non-participants and both were considered unlikely to occur. The following description of the impact of the YETP was developed to emphasize the changes that had been judged to have no potential impact on the schools. The description was based on the assumption that all of the outcomes under consideration had occurred, i.e., the same assumption applied by the respondents in evaluating these items from the Student category.

Some participating youth were finding it more difficult to succeed in school. They had been recommended for the program on the basis of their membership in a group of students classified as potential drop-outs with the result that a self-fulfilling prophecy had begun to work. At the same time, some faculty members had developed an increased awareness of the needs of disadvantaged youth and, in their classes, participants stood a better chance of success than they had previously. The quality of education provided to those youth had, however, declined overall. The needs of disadvantaged youth were receiving greater emphasis from the schools and, as resources were marshalled to meet those needs, the remainder of the student population was being somewhat ignored. Finally, non-participants were receiving better guidance on course selection because the counselors had become more familiar with academic counseling procedures as a result of their interaction with the YETP.

It was difficult to see how such changes could be considered to have neither positive nor negative impacts on the schools. Some

apparently drastic changes had taken place. But, significantly, when those changes were divided on the basis of the group of students affected, it was seen that participants, in general, received a lower quality of educational experience; had been singled out as potential drop-outs and were treated accordingly; obtained preferential treatment (presumably lowered standards) in some classes; and, finally, were the focus of the schools' efforts to satisfy specific needs of unique groups of students. Non-participants received better academic counseling because of the experience gained by counselors in certifying the educational and occupational relevance of the YETP to participants. These affects were all the result of specific components of the YETP.

The message seemed clear. Whether outcomes were detrimental or beneficial to participants made little difference in terms of impacts on the schools. Participants were, in effect, ignored as a factor in determining whether or not the schools were effective. The job of the schools, in the minds of the respondents, appeared to have little if any relationship to the present needs or future goals of disadvantaged youth. No one, apparently, would praise the schools for succeeding with those students nor would the schools be blamed for failing with them.

The counseling outcome, in this context, implied that the non-participants' success or failure in the schools was determined by factors extraneous to the counseling function. It would seem that improving the counseling services for those students was not felt to be related to the schools' status as successful or unsuccessful. Such could only be the case if the respondents felt that improved counseling services would

not result in a significant change in the perception of success or failure on the part of non-participants.

A second important observation was that the two outcomes that could affect the non-participants, in one case (Item 1) adversely and in the other (Item 7) favorably, were considered unlikely to occur. Thus, it appeared that, in addition to separating the effects on participants from impacts on the schools, the respondents had separated implementation of the YETP from other activities of the schools. It was quite unlikely that the needs of disadvantaged youth would override the needs of other students and it was somewhat less unlikely that counselors would transfer practices learned when dealing with YETP participants to other student counseling situations. In either case, as with the other outcomes addressed, so long as it was students who were adversely affected, or favorably affected for that matter, the impact on the schools was considered to be negligible.

The final observation was that Item 6, with mean values on both scales that were very near or on the boundary between cells, seemed to display the same tendencies as the other items discussed. Item 6 indicated that the curriculum for all students would suffer if courses were based on occupational standards. The likelihood of all students suffering was judged to be indeterminate. The impact of this outcome was, however, considerably more negative than any other in the cell. There seemed to be an implication that the YETP was going to be kept separate from the rest of the school if at all possible. This was especially evident here because the YETP practically mandated the development of

of courses based on occupational standards for participants. Further, the expansion of such courses to cover all students was enthusiastically promoted by the Department of Labor. Despite the composite proposal provided to the respondents, clearly showing the Department's intent in this regard, this outcome was not considered likely to occur. The respondents, it seemed, were convinced that the schools could and would pick and choose the YETP components that would be implemented and that the prime sponsor could do little to influence their decisions.

Attention was then focused on the items in Cell E that were not Student related. One of those items, Item 11, related to post-YETP employment of participants and stated that schools would be evaluated on the basis of the ability of participants to find employment in a field related to their work experience. That this outcome was not considered to be likely and was not felt to be of positive or negative impact was surprising. Further examination revealed, however, that Item 11 exhibited a bi-modal response pattern on the likelihood scale. This was a significant clarification of the results since this outcome had direct antecedents in traditional vocational programs that have, for some time, been evaluated on a similar criterion.

It appeared that the respondents could be divided into two groups, those who saw the connection between this outcome and traditional vocational programs and those who did not. The responses on the impact scale also displayed a distinctly bi-modal pattern. Thus, it appeared that there was a sub-set of respondents who were familiar with the traditional vocational programs and a second sub-set that was not.

Given the relationship between the outcome associated with Item 11 and the basis for evaluating traditional vocational programs, it seemed that familiarity with that relationship would lead to a higher likelihood and more negative impact rating. It was, therefore, concluded that the item should be considered more likely to occur and to have more impact on the schools than the mean responses on the two scales would indicate.

Two of the items in Cell E related to Personnel. One suggested that school-based counselors would resent the comparatively light workloads of YETP counselors (Item 14) and the other suggested that counselors might be removed from the schools (Item 37). The likelihood of Item 14 was unknown since the response pattern indicated no tendency towards consensus. In effect, the likelihood of Item 14 seemed to be totally dependent on local factors. With respect to impact, Item 14 did exhibit a tendency towards consensus. In this case, the respondents seemed to believe that, if resentment developed, the counselors would not let their feelings affect their work. That, or the counselors' success or lack of it was not considered to have a significant influence on the attainment of the schools' goals. Which conclusion was more accurate could not be determined from the responses to this item alone.

Item 37 indicated that the respondents were generally in agreement that the likelihood that counselors would be removed from the schools could not be established and that the impact, if they were removed, would be neutral. The results on the likelihood scale were interpreted as an indication that the respondents, as a group, were quite unsure of

the intent of the YETP with respect to the role of counselors. The responses on the impact scale, when combined with the responses to Item 14, tended to support the conclusion that the counseling function was not considered central to the success of the schools. If the quality of services provided by counselors declined or if the counselors were removed from the schools, the impact was felt to be the same, i.e., neutral.

Three of the outcomes in Cell E were related to Administration. All three of the items, Item 21, Item 42 and Item 47, exhibited a strong tendency towards consensus on both scales. The results of the survey were, again, considered to reflect the respondents' lack of sufficient data on which to base a statement of likelihood. This conclusion was reinforced by the relatively program specific nature of the outcomes being evaluated. With respect to impact, suggestions could be made about the basis for the respondents' estimates but few firm conclusions were possible from the analysis of this cell. One point that appeared defensible was that the loss of some functions to other agencies would not affect the schools so long as the role of the schools was re-defined to reflect that loss (Item 42). This seemed to indicate that the respondents were in general agreement that the schools were not concerned with what factors they might be evaluated on if their role and functions were consistent with the evaluative criteria.

Item 21 indicate that the State Board of Education would attempt to exercise more direct control over local YETP programs to insure equality of opportunity for program participants state-wide. Item 47

dealt with the possibility that schools would experience increased demands for the use of their facilities because of the YETP utilization of them. In both cases, the neutral impact envisioned by the respondents was somewhat unexpected. It appeared that the respondents, on the whole, did not think that their schools would be directly affected by increased control at the State level. Nor did they feel that expanding the requests for the use of the schools' facilities would affect them. This seemed to imply that the respondents considered their schools to be relatively independent, self-contained and self-sufficient units. Neither the efforts of the State Board of Education nor the desires of the local community were seen to be of significance, at least in the rather narrow areas defined by these items.

The last category of response to be considered was Finance. Item 34 indicated that schools would experience financial problems trying to upgrade YETP counselors. The failure of the respondents to assign a significant value on either likelihood or impact for this item seemed to indicate that they did not feel that the schools were responsible for the competence of the YETP counselors. That being the case, the prime sponsor, not the schools, would feel the impact if additional skills had to be provided to those counselors. Once again, the results of the survey seemed to suggest that the respondents wanted to keep the YETP as separate from the remainder of their schools as possible.

Discussion of the Data by
Cells: Cell F

The various areas making up Cell F contained items that had been evaluated as neutral on one scale and significant on the other. Cell F₁ and Cell F₃ were considered together because they represented items that were significant on the likelihood scale. The Administration outcomes were reflected in Items 17, 19 and 36. While the respondents felt that these items would have little impact, they felt that it was likely that credit for work experiences would not be substituted for core or basic courses (Item 17). They thought it unlikely that post-secondary institutions would draw students away from the high schools (Item 19) and felt that there would be no impact if they did. Responses to Item 46 indicated that it was likely that diplomas would be granted indicating the type of program students had completed in order to qualify for a diploma. The impact rating for this item was neither positive nor negative.

In one sense, all three of these outcomes were based on the academic credit for work experiences component of the YETP. With respect to Item 17, the connection was obvious. Item 19 indicated that the initiating event for the outcome evaluated was tied to the type of credit and the ease of granting that credit for work experiences. Item 46 was based on the potential for confusion arising out of the various non-traditional sources of credit that the YETP was intended to promote.

The respondents, then, seemed to feel that it was likely that schools would prevent students from substituting non-traditional credit for classes in subjects that were required for graduation. They also felt that diplomas were likely to reflect whether or not students had

been granted non-traditional credit in lieu of elective course work. But, students would not be likely to seek other sources of non-traditional credit even if those sources did not apply the same restrictions as the high schools did. Taken together, the outcomes seemed to indicate that the respondents felt that the local schools had and could retain a position of strength relative to the granting of non-traditional credit within the school systems. The exercise of that strength, however, was not considered to help or hinder the schools' ability to succeed. This was taken to mean that the respondents did not feel that there was much to be gained or lost in their relationships with YETP participants. Even if those students decided to enroll in YETP or similar programs in other institutions, the schools would not be affected.

It was, perhaps, most significant that losing those students, students considered to be generally less successful and less desirable in the schools, was not felt to be a positive impact. Perhaps the loss of funds associated with their departure was seen as a balancing factor leading to a neutral impact overall. In any event, the responses indicated that some of the results of the Department of Labor's efforts to affect the schools in the area of non-traditional credit were not seen by the respondents as having a potential to qualify as successful interventions in the schools.

An interesting outcome in Cell F_1 related to Community Relations. Item 40 indicated that YETP participants would improve the image of the schools. Respondents felt this was unlikely to happen but did not feel that the outcome would have a positive or negative impact on the schools

if it did occur. The positive likelihood seemed most directly tied to the initiating event that suggested that the outcome would result if the YETP was judged to be successful overall. A review of the response patterns for this item on the impact scale was undertaken to further clarify the reasons for the respondents' estimates.

In general, the responses on the likelihood scale showed a tendency towards consensus but some respondents felt quite strongly that this outcome was unlikely, even given the initiating event. The impact responses displayed a much stronger and more consistent tendency towards consensus. It seemed, therefore, that local conditions might have had an influence on the responses in the likelihood category but not in the impact area. It was concluded that the respondents saw little relationship between the image of the schools as agents of the YETP and the schools' success. This appeared to be consistent with the conclusions drawn from the review of items in this cell that were considered previously. Additionally, Item 8, from Cell F₃, tied a lowering of the image of the schools to the vocational emphasis of the YETP. It was considered unlikely but was also seen to have no impact if it should come about. This seemed to provide further substantiation of the analysis of Item 40.

In the Personnel category, respondents to the survey considered it likely that YETP involvement would lead to a requirement for more clerical help (Item 2). In a related outcome from the Financial category, they saw that it was unlikely that the schools' financial posture would be improved by the return of former drop-outs to the schools (Item 3). A consensus developed on both scales for both of these items and

the conclusion was drawn that both outcomes were evaluated on the basis of the schools' ability to separate the YETP from the rest of the programs supported by the schools.

With respect to the need for additional clerical help, the respondents apparently felt that, if such a need arose, the funds to support additional clerical positions would be provided by the prime sponsors and not by the schools. Such a resolution of the problem would explain the lack of impact for this item. When increased funds were considered, it appeared that the respondents felt that such funds would be used to provide services for the YETP and not for the schools and, therefore, no impact would be felt. This interpretation also helped explain the respondents' belief that this outcome was unlikely to occur. Since the YETP was considered to be something less than integral to the overall attainment of the schools' goals, there would be little incentive to attract former drop-outs to the in-school programs. If large numbers of drop-outs were not induced to return to the schools, there could be little likelihood that funding levels would be significantly increased. These two items were considered to have been evaluated with separation of the YETP from the other areas of the schools as the primary concern of the respondents. So long as such separation could be maintained, the responses on both items seemed to be consistent and rational. If separation could not be maintained it appeared that the evaluations of these items would have to be altered in some way.

The last two items found in Cells F_1 and F_3 , Item 1 and Item 7, were from the Student category and have already been discussed in con-

junction with the student related items found in Cell E. It remained to note that two general conclusions could be drawn with respect to the outcomes associated with Cells F_1 and F_3 . The respondents, in a number of different categories, indicated that the impact of the YETP on the schools would be neutral when the effect of the outcomes was restricted to the program participants. Additionally, the respondents seemed to feel that by isolating the components of the YETP so that they were not integrated into the total school program, the impact of the YETP could be minimized.

Cell F_4 , which was empty, reflected the assignment of a positive impact rating when the likelihood of occurrence could not be established. Cell F_2 contained items that the respondents felt would have a negative impact but were considered neither likely nor unlikely to occur. In most cases, failure to establish a meaningful likelihood rating was interpreted as a reflection of the respondents' lack of experience with the initiating events of the various items. One exception to this general observation was Item 8. The initiating event for that item was implementation of the YETP and the outcome was a lowering of the schools' image because of the vocational emphasis of the program. No consensus was arrived at. This seemed to indicate that the likelihood of the outcome was highly dependent on local conditions, a conclusion that seemed quite reasonable in this case.

The interpretation of the impact rating of the items in Cell F_2 was addressed next. The items in this cell were considered potentially crucial because of their negative rating on the impact scale. In all

but one case the responses exhibited a trend towards consensus. The development of consensus seemed to indicate that the respondents generally agreed that these items should be closely watched to permit early identification of any evidence that they were occurring. Such a conclusion was especially important in view of the respondents' apparent lack of familiarity with the initiating events.

The first outcomes addressed were those related to Administration. Item 16, Item 22 and Item 23, taken together, indicated that the respondents would approach any attempt to alter the decision-making process in the schools with considerable trepidation. When the strong consensus on Item 16 and 23 was compared with the weaker movement towards consensus on Item 22, it appeared that the respondents were particularly sensitive to any direct assault on the authority of the local schools. Item 22, for which the consensus was not as strong, dealt with a possible reduction in vocational programs. The response pattern indicated that some of the respondents thought that such an outcome would be beneficial. It appeared likely that, in a few cases, there were unique local conditions that led to estimates of favorable impact. One possibility was the existence of a traditional bias in the local community against vocational programs.

Item 16 dealt with the establishment of national standards for the granting of credit on the basis of work experience. Item 23 posited the passage of decision-making authority from the Local Education Agency to the prime sponsors' Youth Councils. Both of these outcomes were considered to be reflections of the respondents' concern about any outcome that

could possibly affect the power centers in their local settings. Such outcomes were apparently seen as being much more distasteful than outcomes that affected vocational programs only. In addition, there were seemingly few, if any, local conditions that could change that perception. It was not possible to determine whether or not that meant that the local constituency was not concerned about the locus of decision-making authority or if the respondents did not believe that they should be concerned with the attitudes of the local community in this regard.

In the area of Community Relations, the implications of which were addressed next, Items 29 and 31 fell into Cell F_2 . On the likelihood scale, those items showed a strong tendency towards consensus. That tendency was interpreted as indicating that there were no factors that the respondents could identify as having a significant relationship to the question of whether or not the outcomes would occur. Thus, schools and/or counselors might or might not be blamed if the YETP did not meet participant needs (Item 29) and the schools might or might not be hampered in their ability to meet local needs if a nation-wide model program was implemented (Item 31).

On the impact scale, both items exhibited response patterns with a definite consensus point. Thus, outcomes that reduced the schools' images were judged to have negative impacts. When compared to the outcome for Item 22, these results indicated that the respondents were not altogether sure that a reduction in vocational programs would have a negative impact on the schools. The importance of that conclusion was recognized when the implications of such a position for the future of

efforts to change the schools through the implementation of full-scale YETP model programs was considered. If the school personnel responsible for the programs were unconvinced that a successful YETP component was likely to improve the schools' overall achievement and image, it seemed that the YETP might be in some trouble if the Department of Labor made a serious effort to use it as a lever to force institutional change on the schools.

Two responses fell into the Student category. Item 12, dealing with the effect of the YETP on work-loads of counselors and their efforts to help non-participants, and Item 33, dealing with the possibility that counselors would limit the services provided to participants to those areas required by the YETP, were considered to have a negative impact. These items were seen as, in a sense, two sides of the same coin. With the advent of the YETP, counselors would be required to spend a considerable amount of their time with a group of students who, traditionally, were not an important part of their work-load in the area of career/educational counseling. The two items presented for discussion here represented two possible results of that alteration in work-loads. The counselors could either spend less time with other students or they could strictly limit their efforts on behalf of participants.

Since neither of these responses was considered likely, a third alternative had to be sought. If the work-load of the present counselors was not to be affected, the most likely response to the YETP in this area was, apparently, to add more counselors to handle the YETP participants while the old staff continued to deal with non-participants. This was,

apparently, the most reasonable conclusion in view of the negative impact rating and was also quite consistent with the belief that the schools intended to isolate the YETP from other areas of the schools' activities. Failure to establish these outcomes as unlikely to occur may well have reflected the respondents' fear that, while other solutions to the work-load problem were anticipated, lack of prime sponsor support for counseling positions was a potential barrier to their realization and, therefore, these outcomes were of uncertain likelihood.

In the final category, that of Personnel, Item 36 was included in Cell F_2 . Item 36 identified the establishment of a separate YETP counseling system as a possible outcome of the YETP. The respondents' belief that such an outcome would have a negative impact on the schools was seen as further evidence supporting the conclusion that they considered services to participants to be a low priority goal. As was seen in the discussion of the items in the Student category, a separate system was one alternative that would insure adequate services to participants. In this case, the needs of those students participating in the YETP were considered subordinate to the participants' desire to insure that the schools retained control of all personnel interfacing with students, regardless of the nature or purpose of that interface.

Given the outcomes found in Cell F_2 , eg., the negative impact of reduced services to non-participants, the lack of consensus concerning the likelihood that the schools' images would be affected by a reduction in vocational programs, the negative impact of granting program authority to Youth Councils, and so on, this outcome seemed to be part of a strong

pattern denying the value of the YETP to the schools. To complete the pattern, however, it was necessary to consider the negative impact assigned to the limitation of services provided to participants (Item 33). Initially, it seemed that the respondents were simply reacting from the context of traditional beliefs that concern for "the good of the kids" must always be paramount. But further consideration also indicated that a second general context could well explain the results obtained and could do so in a much more satisfactory manner.

If the respondents were motivated by a desire to avoid changes in the decision-making process, and the analysis of other outcomes indicated that they were, then they would be reluctant to turn decisions about the nature of the counseling function over to the prime sponsors. The outcomes in other cells also indicated that there was a desire to keep the YETP separate from the rest of the schools' activities. In this context, the negative impact could be seen as typical of the type of response that might be expected for any outcome that implied either of these results. The outcome of Item 33 could be seen as altering the decision-making process because it would be the YETP's content and not the schools that would determine what minimum counseling services had to be supplied to participants. Barring that interpretation, the outcome might also have been seen as an indication that one area of the schools' activities, i.e., counseling, would be forced to accept integration of the YETP into its daily activities. Either interpretation would tend to lead respondents to conclude that the outcome indicated in Item 33 would have a negative impact on the schools.

Discussion of the Data by
Categories: Personnel

The first category addressed, Personnel, contained nine items as displayed in Table 9. The majority of the Personnel items dealt with the effect of the YETP on counselors. It was decided to attempt to determine the YETP's impact on counselors before addressing other items in this category so that the counselor impacts would form a background for further discussion.

First, it was determined that the only likely outcome affecting counselors was that the prime sponsors would acquire control of their work assignments if the prime sponsors funded their positions. It was felt that counselors were not likely to be removed from the schools and the respondents made no determination about the likelihood of a separate counseling system or the removal of the counseling function from the schools. Also, the respondents were not sure how other counselors would feel about the comparatively light work-loads of YETP counselors. In no case was a counseling related outcome judged to have a positive impact if it did occur. The impacts of Items 14 and 37 were, however, not considered to be negative either.

Of the Personnel outcomes not directly related to counselors, the respondents felt that it was likely that the schools would be required to seek additional clerical help as a result of the YETP (Item 2). They also thought it likely that a dual personnel system would be set up (Item 44) and that incompetent personnel would be more difficult to remove (Item 50) as a result of the YETP. The respondents considered it

Table 9
Outcomes Assigned to Personnel Category

Item	Cell	Summary of Item Outcome
2	F ₁	Additional clerical help will be required.
14	E	YETP counselors will be resented by other counselors.
26	D	Prime sponsors will control in-school counselors.
27	C	Counselors will be removed from the schools.
30	C	Qualified personnel will not be available for YETP positions.
36	F ₂	A separate counseling system will be established.
37	E	The counseling function will be removed from the schools.
44	D	A dual personnel system will be established.
50	D	Incompetent personnel will not be easily dismissed.

unlikely that they would have difficulty finding qualified personnel to fill YETP positions (Item 30). Again, none of these outcomes were seen as having a positive impact on the schools.

From the above, one clear message seemed to be that the personnel systems of the schools were much more likely to be hurt than helped by the YETP. The three outcomes considered to be most critical, Items 26, 44 and 50, were found in Cell D. These items appeared to be mutually supportive and, in addition, to have significant implications for many other items in this category. Of the three, Item 26 had the highest likelihood of occurrence. In addition, it was seen as being a possible initiating event for Items 44 and 50. If the prime sponsors gained control of the schools' counselors, it seemed that such control would tend towards the ultimate development of a dual personnel system. The development of a dual personnel system would also tend to afford protection to personnel deemed incompetent by school standards.

Beyond the interrelationships of these three critical items, it seemed that the above situation could well have an impact on the likelihood that YETP counselors would be resented by other in-school counselors if for no other reason than that, from the outside, a separate personnel system might seem to offer better conditions and opportunities for its employees. Certainly, the existence of a separate system would increase the tendency, if it existed at all, towards the establishment of a separate counseling program for YETP participants. Finally, the net effect of these outcomes might well have been the removal of the YETP counselors from the schools. The respondents were asked to consider each item on

its own merits and to attempt to ignore the interactions described above. It was therefore concluded that, in many cases, the likelihood of occurrence of the personnel outcomes was underestimated, especially with respect to the counselor-related items.

Another interesting connection was seen between Item 27 and Item 37. In essence, respondents felt that counselors would not be removed from the schools but were not sure whether removal of the counseling function was likely or unlikely. They felt that the loss of counselors would have a negative impact but could not establish the nature of the impact if the counseling function was removed. This relationship suggested conclusions arrived at in earlier discussions of the data.

First, the counseling function seemed to be a neutral one in the eyes of the respondents. It neither helped nor hurt the schools achieve their goals. So long as the function was required, personnel resources had to be available and be devoted to it. If the function went away, presumably, the people could go with it and the schools would feel no significant impact. If some personnel resources were lost and the function remained, however, the impact was considered to be negative. Once again, the respondents seemed to be saying that they were not as concerned with the role given to the schools as they were with having the resources to fulfill their role, whatever it might be. They also seemed to be saying that the counseling function was not considered to be central to the schools' ability to fill their present role.

One apparent contradiction was noted. The respondents felt it was unlikely that a dual personnel system would be established (Item 44)

but considered it unlikely that a separate counseling system would be established (Item 36). The respondents apparently felt that the initiating events for these two outcomes were comparatively diverse in their effect on the schools. The introduction of personnel, particularly counselors, hired by other agencies into the schools (Item 44) was a more direct cause of specific outcomes than was the introduction of specific programs for implementation by counselors already in the personnel system (Item 36). The perception of the respondents was assumed to be that the schools might be able to modify program changes or adapt them so that they would have a minimal affect. The strength of that assumption was indicated by the failure of respondents to categorize the outcome as unlikely. On the other hand, the respondents seemed to feel that, once outside personnel were placed in the schools, there would be little chance to control the outcomes.

The impression was created that the respondents' estimates in this category were a reflection of their belief that, so long as the school system and its personnel retained control, the YETP would not produce significant outcomes. They were apparently concerned that any loss of control over the personnel in the schools would reduce the possibility that the program itself could be controlled. In this sense, the findings tended to support the results of other studies dealing with Federal change initiatives in the schools.¹

Discussion of the Data by
Categories: Finance

The five items relating to Finance indicated that, in general,

funds provided through the Federal government have a high potential for negative impact on the schools. The Federal budget cycle (Item 48) and the formula-funding approach (Item 24), both of which were considered to be basic to many Federal interventions, had serious implications for the schools' planning efforts. Item 35 appeared to reflect, in some respects, the kinds of problems that could result from the previous outcomes in that it dealt with the withdrawal of Federal funds from the schools. The impact of such a withdrawal would be increased because of the planning problems associated with the previous items. Since Federal budget action now tends to take place during the summer months, a school that planned on Federal support could already have hired personnel for positions that were not ultimately funded in the Federal budget.

The responses to Item 34 were addressed next. The initiating event for Item 34 stated that present in-school counselors would require additional special training to meet program requirements of the YETP. The respondents, on the whole, did not think it likely or unlikely that such a requirement would create financial problems for the schools. This seemed to imply that such training would only be provided if it were funded through the YETP itself and not as part of the schools' general operating budget. Once again, the effort to separate YETP components from the remainder of the school seemed to be evident from the response patterns to this item.

The lack of significant impact for this item also seemed to reflect the feeling that such requirements would be funded, if at all,

by the Federal government. If, at the last minute, Federal funds were withdrawn, the training would simply not be provided. The difference between the results for this item and those for Item 35 may have reflected the respondents' belief that, in the present case, funds lost would not have to be replaced by the schools in order to fulfill possible contractual obligations. By keeping the YETP counselor training requirements separate from the general training requirements of the schools' staff, the impact of this outcome could be significantly reduced.

With respect to Item 3, the respondents considered it unlikely that the participant goals of the YETP would lead to an improved financial situation because of increased enrollments based on the return of former drop-outs to the schools. This estimate seemed to reflect one of two positions. First, there may have been little likelihood that former drop-outs would return to the schools. Second, if former drop-outs did return, there may have been little likelihood that state funding levels would be raised as a result. The latter was rejected because of the reliance placed on student attendance figures as the basis for most state aid provided to the schools. Since the teachers and counselors required to support participants could be funded through the YETP, any increase in state aid to compensate for returned drop-outs would be a windfall for the schools. The conclusion was therefore drawn that the respondents were less than sanguine about the ability of the YETP to induce drop-outs to return to the schools.

It was concluded that the response patterns in evidence appeared to reflect a combination of the two possible explanations discussed. It

seemed that local conditions should have affected either possibility and, if that were the case, the response pattern would not have been reflective of a tendency towards consensus. In reality, the responses on the impact scale were comparatively dense with little dispersion noted and a strong tendency towards consensus evident. Thus, the respondents did not expect many drop-outs to return and they felt that the school would not reap any financial benefits from those few who did return.

The financial category revealed that, in general, Federal funding of the YETP was likely to create serious problems for the schools, especially with respect to planning efforts. A review of specific items showed that a number of potential problems were interrelated and would tend to increase one another's likelihood and impact. It was noted that the respondents did not seem to feel that the schools would commit much, if any, financial support to the YETP. This reinforced the belief that the schools intended to keep the YETP as separate from other in-school programs as possible. Finally, the respondents seemed to feel that few drop-outs would be enticed back to the schools because of the YETP. They also seemed to feel that the benefit to the school from the return of former drop-outs would be balanced by the problems created by their return to the school environment.

Discussion of the Data by
Categories: Community
Relations

Table 10 displayed the data collected on items that related to

Table 10

Outcomes Assigned to Community Relations Category

Item	Cell	Summary of Item Outcome
8	F ₃	Image of the schools will be lowered because of the vocational emphasis of the YETP.
29	F ₂	Schools will be blamed for failure of the YETP.
31	F ₂	Schools will not be able to adapt the YETP to local needs.
40	F ₁	Image of the schools will be raised if the YETP proves to be a success.
47	E	Increased demands will be made for use of school facilities.

Community Relations. The first point noted was that none of the items was judged to have a significant impact on the schools despite the traditional emphasis placed on Community Relations as a means to build a successful school program. Items 29 and 40 were particularly interesting in that the former suggested that the schools would be blamed for YETP failure and the latter that they would be praised for YETP success. The respondents thought that praise was likely but that blame was unlikely to be assigned to the schools as a result of their interaction with the YETP. In both cases, there was strong agreement that the impact would be minimal.

It seemed from the above that there were two possible explanations of the likelihood ratings for these items. First, the respondents may have been reflecting a general feeling that no one really expected the schools, or any other agency for that matter, to achieve the goals of the YETP. Second, the likelihood rating may have been based on the respondents' belief that the YETP would be kept separate from other school programs. In that case, the schools would accept praise without comment if it were forthcoming and still be able to deflect any potential blame by claiming that the YETP may have used school facilities but was not really a part of the school.

The key to choosing between these alternatives appeared to lie with the impact ratings. If the likelihood rating was based on separation of the YETP from the rest of the schools' functions, it seemed probable that the schools would feel some impact as a result of an improved image based on the YETP's success. If, however, the likelihood was

based on the concept that the participants were expected to fail, the impact rating could be better explained. So long as the respondents considered the target population as the key to both ratings, the impact of success or failure would be minimized by the general tendency to consider the provision of services to that group as a secondary or tertiary goal of the schools overall.

When the above items were compared with the survey results for Item 8, confirmation of that conclusion seemed to have been found in the respondents' estimates relative to the possibility of a lowered school image as an outcome of the vocational emphasis of the YETP. Item 8 was unlikely to occur when the mean response rating was considered but there was no consensus on the likelihood scale. There was, however, strong agreement that, even if it occurred, the impact on the schools would be negligible. Traditional vocational programs could not be separated from the schools as could the YETP. Like the YETP, however, traditional vocational programs, and their students, have historically been relegated to a lower status in many of the nation's schools. The overall impression was that any tendency to lower the status of the schools because of the vocational emphasis would be mitigated by the peripheral nature of vocational students relative to what the respondents saw as the primary function of the schools.

Combining the outcomes for Items 8, 29 and 40 led to the conclusion that the schools would not be significantly impacted by the success, failure or vocational emphasis of the YETP, a program that, like vocational programs, was intended for the non-academic student whose

success or failure was not seen to be a primary determinant of the schools' image in the local community. Recent emphasis on minimum competencies and basic reading, writing and math skills seemed to also lend credence to the general conclusion that provision of job skills and job search information were of such low priority that success or failure in transmitting them would not produce a significant impact on the schools.

The final two outcomes in this category were reflected in Items 47 and 31. These items dealt with greater demands for the use of school facilities and with the schools' ability to adapt the YETP to local needs. The only significant rating for these outcomes was on the likelihood scale for Item 31. The respondents, in general, felt that it was unlikely that the schools would experience difficulty in adapting the YETP to their local situations. This seemed to imply that the respondents expected that the schools would retain a considerable degree of autonomy vis a vis the prime sponsors. The lack of significance for the impact scale values of this item again seemed to show that there was a tendency to place vocational needs of participants low on the schools' list of priorities. A YETP that was not adapted to local needs could hardly meet the needs of the target population. On the other hand, meeting those needs was not felt to have a direct and significant relationship to the schools' efforts to fulfill their function in the local community.

The Community Relations category apparently supported the contention that the YETP participants were not considered to be important

members of the school community. More generally, the survey results in this category seemed to point up the relatively low status of vocational education in the minds of the respondents. When combined, these two conclusions were seen to imply that the belief that the YETP could bring about important institutional changes may have been ill-placed by the programs' sponsors. So long as the participants and programs were considered by the respondents to be peripheral to the images that various communities had of their schools, change efforts built around them were not likely to succeed.

Discussion of the Data by
Categories: Adminis-
tration

Thirteen items were placed in the Administration category. As depicted in Table 10, the items were divided into three sub-categories. The first contained those items that related to the external governance of the local schools.² The second contained those items that dealt with school level administrative outcomes. The third sub-category contained items that were not directly assignable to the other two sub-categories. There was no desire to make the assignment definitive and it was recognized that some items might have been assigned to more than one category. The assignments were made as they were to assist in the analysis of the responses and were not intended to be other than assignments of convenience.

The picture that emerged was a somewhat confusing one. LEAs were seen as definitely able to retain decision-making authority over voca-

Table 11

Administration Outcomes Displayed by Sub-Categories

Item	Cell	External Governance Outcomes
16	F ₂	National standards established for granting academic credit for work experiences.
17	F ₁	Work experience credit not substituted for core or basic courses.
20	C	Prime sponsors acquire decision-making authority in vocational arena.
21	E	SEAs exercise increased control over local schools.
23	F ₂	Decision-making powers pass from LEAs to Youth Councils.
46	F ₁	Schools indicate the type of program diplomas represent.
Internal School Outcomes		
22	F ₂	Schools replaced by other agencies in vocational arena.
38	D	School-based counselors specialize response to participants.
39	D	Schools gear programs for lower ability students.
41	C	Schools apply cost-benefit/cost effectiveness criteria to other programs.
43	D	Program administration becomes more important than provision of services.
Miscellaneous Outcomes		
19	F ₃	Students leave high schools for Junior/Community Colleges.
42	E	Role of schools redefined to minimize duplication of programs and services.

tional education and the nature of credit granted for work experiences. On the other hand, the respondents were unable to assign a meaningful rating on the likelihood scale to the passage of decision-making power from LEAs to Youth Councils. It was considered likely that credit for work experience would not be substituted for basic or core courses. On the other hand, the likelihood that national standards for the granting of academic credit was not established by the respondents. It was also considered likely that the school would begin to identify the type of program in which a given diploma had been earned. On the other hand, the question of the SEAs exercising increased control over the schools could not be assigned a meaningful likelihood rating by the respondents.

A clue to the apparent contradictions was found in the initiating events for the various items. The initiating events for those items that received a meaningful rating on the likelihood scale tended to reflect program components at a conceptual level. For those items, the respondents were apparently comfortable in making a clear statement of likelihood. When the concepts were translated into initiating events reflecting the more specific strategies by which the concepts were implemented, the respondents were unable to clearly identify whether or not the outcomes were likely to occur. Thus, the relationship between event specificity and the participants' ability to predict the likelihood of the outcomes was seen to be directly and inversely proportional. The impression was that, in general, the respondents were confident that they could predict, on a theoretical level, the likelihood that the school would be affected in a given context of the YETP. When asked to

consider the actual practice, however, the degree of confidence felt was greatly reduced.

Based on the above, it was concluded that the respondents were better able to evaluate the likelihood of various external governance outcomes if they lacked a specific example of the implementation strategy applied to a particular program goal. Such a conclusion seemed to be contradictory. It was recognized, however, that the increased specificity of the initiating events could increase the respondents' awareness of specific constraining factors. If the effect of those factors on the likelihood of occurrence was ambivalent, the response pattern observed was consistent with the conclusion. Such a pattern did, however, indicate a broad problem area for the schools in that it was believed to reflect major concerns, felt by the respondents, over the ability of the program components to meet program goals. The YETP seemed to be one thing in the abstract but became something quite different when actual programs were implemented in specific school situations.

The impact ratings of these items showed that outcomes replacing LEAs with agencies outside the traditional governance structure were felt to have a detrimental affect on the schools. If the locus of power within the governance structure shifted, no significant impact was foreseen. Additionally, so long as the items indicated that decisions were made by the schools themselves, the respondents felt that there would be no appreciable impact, regardless of the nature of the decisions. This suggested that the respondents were concerned that any efforts to

change the external governance structure as a result of the YETP would be harmful. If the effect of the YETP was limited to changes within the existing structure, the schools would not feel a negative impact. It was impossible to determine, based on the data available, whether the respondents were merely reflecting a natural tendency to resist change or if they saw real problems that could result from the insertion of agencies from outside the school system into the governance structure.

With respect to the items that addressed internal school outcomes, not one of those items was considered to be unlikely and all but one, Item 41, was felt to be a negative impact item. This broad look at the survey results led to the conclusion that the respondents considered almost any change in the schools' own administration of programs to be unacceptable. From that standpoint, any success achieved by the local prime sponsor in the area of institutional change relative to the schools would be considered a failure to maintain the preferable status quo when viewed by the schools. This appeared to suggest that a major conflict was built into the YETP as a result of the emphasis on fostering such changes.

When looked at in detail, the outcomes of this sub-section suggested some problems that did not seem to be directly attributable to the YETP. The most significant outcome in this respect (Item 39) indicated that school personnel were likely to become more concerned with the paperwork than with the participants of the program. This seemed to indicate that the respondents felt that teachers, counselors and other personnel in the schools had become highly bureaucratized.

It was quite possible that, in general, the paperwork involved in the day-to-day activities of the school had become more important than the intended outcomes of those activities regardless of their nature. In that sense, the response to this item was more a statement about the schools than about any aspect of the YETP and, perhaps, would have resulted regardless of the program being discussed.

Another interesting result of the data collection was the respondents' failure to assign a significant likelihood rating to Item 22 that dealt with the replacement of the schools as the deliverer of vocational programs. Since the YETP sought to eliminate overlap and duplication of services, it seemed that the respondents felt that, if those goals were attained, it was equally likely that other agencies, rather than the schools, would be replaced as deliverers of services. That, or the respondents felt that there was too little data available to permit them to make a judgement in this area. Since the YETP was based, at least in part, on the premise that the schools had failed to do an adequate job with respect to employment training, the first possibility did not seem consistent with the assumptions that led to the YETP. It was concluded that attainment of this goal was not an immediate prospect but that the respondents were not convinced that, at some later date, displacement of the schools could not happen.

The final subsection contained two items. Neither item was considered to have a significant impact if it should occur. Since both items implied the removal of something from the schools, students in the case of Item 19 and programs in the case of Item 42, such a result might

have seemed unusual. However, since the students lost were YETP participants and the programs lost were vocational in nature, the result was seen as consistent with other response patterns. Here, again, the respondents seemed to be saying that the schools would not be upset if services for disadvantaged students could be eliminated from the schools. Likewise, if vocational programs had to be dropped, there would be no real impact. The business of the schools did not, apparently, include either of these areas necessarily and the schools would not be affected if they were no longer required to provide resources to accommodate them.

The analysis of the Administration category reinforced previous conclusions and introduced some new ones. Disadvantaged youth and vocational programs were not considered to be high priority items. Change was, in general, felt to be a threat, but the right kinds of change could be tolerated. Most importantly, any change that affected the structure or make-up of the existing decision-making system was thought to be the wrong kind of change. Finally, attainment of at least some of the goals of the YETP would be resisted by the schools. The review of this category also suggested that the YETP would have negative impacts because of the attitudes of schools personnel, attitudes that indicated it was considered better to report on what had been done than it was to do it.

Discussion of the Data by
Categories: Employment

There were only three outcomes (Items 11, 45 and 49) assigned to

the employment category. The relationship of this category to the primary goal of the YETP, however, made it an extremely important one and the analysis of the Employment category was, therefore, undertaken with that relationship in mind.

The respondents did not know whether or not successful job placement of participants (Item 11) would become a basis for evaluating the schools. They were sure that, if it did, the schools would not be affected in an appreciable fashion. Since successful job placement was a primary goal of the YETP, the likelihood rating apparently indicated that the respondents could not be certain whether or not the schools would be successful in divorcing themselves from failure to attain that goal. It has already been seen that the respondents expected that the schools would try to separate the YETP from other areas of the schools. There seemed to be some fear, therefore, that despite those efforts, the schools would be ultimately held responsible for failure of the YETP to bring about increased employment opportunities for participants. Or, it may have been that the respondents were unsure of the possibility that, precisely because of their efforts to hold the YETP at arm's length, the schools would be held directly responsible for any YETP failure.

On the other hand, Item 11 was seen to have no impact on the schools even if it did occur. That outcome seemed to minimize the importance of efforts to separate the YETP from the schools, at least in this context. Again, it seemed that the respondents did not feel that vocational programs in general and programs targeted for disadvantaged youth in particular were a major concern of the schools. Finally,

it appeared that the impact rating could be considered reflective of attitudes towards the evaluation of traditional vocational programs, many of which were evaluated by determining the per-cent of vocational students who found employment in the same career field as that for which they were trained, or one similar to it. The impact rating could apparently be accepted with a high degree of confidence implying that failure to improve the employment prospects of YETP participants would not have an appreciable effect on the schools.

The outcomes of Items 45 and 49 were considered likely to occur. Thus, the respondents thought that: 1) accepting non-traditional sources of credit would result in employers reducing their reliance on high school diplomas as a measure of employability and 2) the targeting requirements of the YETP would reduce participants' job prospects by labeling them as members of a group that, by definition, was unemployable. Both outcomes were felt to be detrimental to the schools.

The response to Item 45 seemed to indicate a concern with the effects of that outcome on the schools' justification for existence. The direct results of Item 45 would initially be felt by participants and the respondents had consistently indicated that outcomes affecting participants would not affect the schools. But, if high school diplomas lost their meaning in the market place, the schools would lose a major argument in favor of completing twelve years of schooling, i.e., obtaining entry into the labor force.

This brought up an interesting point. Vocational programs and students were not highly regarded by the respondents according to the

analysis of other areas. At the same time, if graduates were unsuccessful in their efforts to parlay a diploma into a favorable hiring decision on the part of a prospective employer, the respondents believed that the schools would be negatively impacted. The conclusion drawn was that the respondents believed that providing a general or liberal background was the best way to prepare their students for future jobs and was also the primary purpose of the school systems. Additionally, it seemed that, in the minds of the respondents, the schools should not be geared to accomodating either the unique needs of specific groups of students or the unique skills of specific jobs. Rather, they were most properly judged on the basis of the general skills provided to the student population considered in aggregate. Once again, a major conflict between the goals of the YETP and the role of the schools as defined by the respondents seemed to exist. The significance of this conclusion was emphasized by the fact that the majority of respondents were either directly involved with the YETP or were more generally concerned with the administration of Federal programs within their school systems.

The depth of the conflict identified above was indicated by the responses to Item 49. The respondents felt that identification of students as structurally unemployed would tend to reduce their employment chances. In light of the discussion of Item 45, such a result was quite understandable. Identification of a structurally unemployed youth tended to increase the likelihood that such a youth would not receive the general or liberal background considered to be so important to job success. A structurally unemployed youth would automatically be dealt

with as a member of a unique group and there would be an effort made to provide that youth with unique job skills. Both of those approaches were considered antithetical to the respondents' concept of the proper means by which students' employment prospects could be improved.

The analysis of items in the Employment category revealed some of the underlying areas of potential conflict between the schools and the YETP. These areas were also seen to exist, at least potentially, between the schools and traditional vocational programs. Finally, this category provided further evidence supporting the contention that YETP participants represented a group of youth that was considered more of a burden than a challenge to the schools. If the respondents were correct, it seemed likely that the schools would be content to ignore both the problems and the needs of the YETP participants.

Discussion of the Data by Categories: Students

The Employment category contained outcomes that related directly to the YETP's intended benefactors as members of the labor force. The Student category, by way of contrast, considered those same individuals but looked at the effect of the YETP on their experiences in the schools. Because many youth were seen to be recipients of the schools' programs while not qualifying for the YETP, the effects of the employment effort on those non-participants were also addressed. For ease in analysis, the items were assigned to sub-categories, as displayed in Table 11, according to the impact rating assigned by the respondents. The basic approach taken in the analysis of this category was to attempt to pair each

Table 11

Student Outcomes Arrayed by Impact Rating

Item	Summary of Item Outcome
	Positive Impact
13	Students will consider school to be of long-term value.
	No Significant Impact
1	Needs of non-participants will be de-emphasized.
4	Participants will be treated as drop-outs.
5	Participants will be more successful students.
6	The quality of the curriculum will decline.
7	Counselors will provide better services to non-participants.
9	Return of drop-outs will improve schools' image with students.
15	Quality of participants' educational experiences will decline.
	Negative Impact
10	Students' will drop-out to obtain jobs.
12	Counseling services to non-participants will decline.
18	Youth will not want to be identified as low SES members.
25	Scores on minimum competency tests will decline.
28	Participants will feel alienated towards the schools.
32	Programs will reflect short-term goals of students.
33	Participants career options will be reduced.

student-related outcome with one or more outcomes from the other categories that were either based on a similar initiating event or that suggested the same outcome as the item under consideration. It was hoped, in this way, that significant conclusions taken from the previous discussion of the data could be directly related to the outcomes that affected students.

The responses to Item 13 indicated that it was likely that the work experience component of the YETP would lead to students perceiving the schools to be of long-term value to them. That outcome was evaluated as having a positive impact on the schools. Item 13 was paired with Item 8 that related the potential for a reduced image of the schools to the vocational aspect of the YETP and with Item 40 that indicated the image of the schools was tied to the success of the YETP. Item 8 was considered to be unlikely to occur and to have no significant impact if it did. Item 40 was seen as likely to occur and as having no significant impact if it came to pass.

The review of these items indicated that attitudes towards vocational programs and/or the YETP were only important if held by students. The conclusion was drawn that the respondents saw advantages in the belief on the part of students that schools were of long-term value to them. Those advantages were not apparent in the other outcomes. The advantages may well have been related to the concept that vocational programs were a good dumping ground for problem students. Or, they may have related to a belief that the attitudes of students were what really count in the schools. Finally, the advantages may have related to acqui-

sition and retention of Federal funds, funds that may well have been tied, at least in part, to student evaluations of the in-school programs.

Since the only students eligible for work experiences were the structurally unemployed, it seemed unlikely that the attitudes of students were the basis for the respondents' ratings. The question of funding was addressed next. There was at least the possibility that any suggestion that substantial funds would be withdrawn could trigger the attitudes reflected in the respondents' evaluations of these outcomes. There was, however, no evidence to support the choice of this possibility over any of the others. The question of the YETP as a dumping ground was a different matter. The same factors that led to the rejection of the first possibility made it at least reasonable to assume that the YETP was seen as a potential solution to some of the schools' discipline and achievement problems. If the disadvantaged, minority students from low SES backgrounds, could be shunted off into a program that kept them happy, the schools would benefit. Since the prime sponsor and not the schools was responsible for the YETP, the effect of the YETP and its vocational emphasis would be minimized. Thus, it was concluded that Item 13 was considered likely and positive because of the nature of the students most likely to encounter the work experience programs and because of the weak connection between the schools and the success or failure of the YETP.

The next group of responses addressed contained Student outcomes judged to have no significant impact. Items 4 and 5 were considered together. They represented essentially the same outcome looked at from

two different perspectives. Item 4 indicated that participants would be treated as likely drop-outs and Item 5 indicated that faculty members would recognize and respond to the unique needs of disadvantaged youth. Neither outcome was given a significant rating on the likelihood scale and neither was considered to have a significant impact.

These items were paired with Item 39, reflecting a tendency to develop programs for lower ability groups, and Item 43, indicating that school personnel would tend to concentrate on administrative requirements rather than the needs of students. Item 39 was likely to occur and showed a potential for negative impacts. The ratings for Item 43 were identical. It appeared, then, that helping or hurting participants to achieve in the classrooms made little difference to the respondents. But it was likely that more and more of the schools' programs would be geared toward lower ability groups and that school personnel would tend to go through the motions with those groups so that administrative requirements could be met.

Since there was no impact directly resulting from harm or benefit to participants in the YETP, it seemed that the negative impact anticipated to result from the occurrence of Items 39 and 43 were related to some other factors within the schools. Item 39 seemed most directly related to the conclusion that helping disadvantaged students was not felt to be a concern of the schools. Given the lack of significant impacts stemming from the occurrence of Items 4 and 5, the negative impact of Item 43 was seen as a reflection of the distaste for increased reports that the respondents felt would be the primary response of

faculty members when introduced to the administrative requirements of the YETP. It certainly did not appear that reduced attention to or increased concern for the needs of the participants was likely to be the reason for the respondents rating of these items. Put another way, when the outcomes affected disadvantaged youth participating in the YETP, the respondents did not foresee positive or negative impacts on the schools. When the outcomes affected non-participants or faculty members and other school personnel, the respondents felt that the potential for negative impact was high.

Continuing with the analysis of the items assigned to this sub-category, Items 6 and 15 were also addressed as a related pair. The former dealt with the possibility that the quality of the schools' general curriculum would suffer if course offerings were based on occupational standards. This outcome was judged to have no significant likelihood and to be of indefinite impact if it did occur. The latter item dealt with a potential decline in the quality of educational opportunities afforded to YETP participants and it, too, was seen to have neither significant likelihood nor definite impact on the schools.

Three items from other categories were considered to have a close relationship to these two outcomes. They were: 1) Item 17, credit for work experience would not be substituted for basic or core courses, rated likely to occur but having no significant impact; 2) Item 45, employers would reduce their reliance on diplomas as a guide to making hiring decisions, rated likely to occur and negative impact; and 3) Item 46, schools would identify the type of programs each student's diploma stood

for, rated likely to occur but having no significant impact.

In reviewing these outcomes, the first point noted was that the three outcomes from other categories were likely to occur but the two student-related outcomes were not assigned a significant rating on the likelihood scale. Item 6 displayed a strong tendency towards consensus. The data indicated, however, that the respondents were about evenly divided with respect to the likelihood of Item 15, resulting in a bi-modal distribution that tended to favor the unlikely end of the scale. It seemed, with respect to likelihood, that the responses reflected the group affected by the outcomes. When the group was clearly the YETP participants, likelihood was firmly established at a significant level. The more questionable it was that the effects of the outcome would be limited to the participants, the less confident the respondents were in their estimate of the likelihood that the outcome would happen. This was supported by the lack of consensus on Item 45, an item that did not imply any restriction of the outcome to the participants. It was felt that, in such a case, the respondents could not determine whether or not the outcome would occur because they were attempting to evaluate a group that was considered to be much more heterogeneous than was the participant group.

When the impact ratings were addressed, the only item that showed a significant rating was Item 45. Reduction in the reliance employers placed on diplomas was considered to have an adverse impact on the schools. The remaining four outcomes were evaluated as having no appreciable impact. The responses to Item 17, however, indicated no movement

towards consensus on the impact scale. This pattern was interpreted as an indication that unique local variables intervened to preclude agreement amongst the respondents. The ratings of the other four items supported the conclusion that the respondents felt that outcomes impacting students would not necessarily impact the schools. Here was an indication that the general belief that the needs of participants were not of any real importance might also be applied to the broader category of students in general. At this point it was not considered appropriate to accept such a conclusion, however, without further evidence to support it.

Item 1 and Item 7 were considered next. Item 1, reflecting the possibility that the schools would emphasize the needs of disadvantaged youths to the exclusion of the remainder of the school population was considered unlikely to occur but was not assigned a meaningful impact rating. Item 7, indicating that counselors would improve services to non-participants as a result of their experiences with the YETP, was also rated as likely to occur and as having no significant impact if it did. These items were paired because of the similarity of their initiating events. Both of these outcomes were based on the implementation of specific strategies intended to insure attainment of the goals of the YETP. Item 1 related to the efforts to bring about institutional changes and Item 7 related to efforts to assure that program components served the needs of individual participants.

The results stated above for Items 1 and 7 were compared with the results obtained from the respondents' evaluation of Items 38 and 39. With respect to Item 38, the specialization of counselors to deal with

the needs of the target group was expected to happen and, if it did, the effect on the schools was judged to be adverse. Item 39 stated that the schools would gear their programs to the poorest rather than to the average or the best students. This outcome was also seen to be likely and to have a negative impact on the schools.

The outcomes from categories other than the Student one were felt to reflect basically the same outcomes as Items 1 and 7. The major difference was seen as one of emphasis. Item 38 and 39 stated the outcomes in terms of the affects on administrative concerns rather than in terms of their effect on students. While such a difference did not initially appear to be significant, subsequent analysis indicated that there was a considerable affect on the perceptions of the respondents when they considered outcomes in terms of their impact on specific areas of the schools' operations.

The emphasis of these items was reflected in the categories to which they were assigned for analysis purposes. Item 1 emphasized the effects on students who were not YETP participants if the needs of disadvantaged youth were emphasized by the schools. Item 39 emphasized redirection of the schools' programs to accomodate poorer ability groups if the needs of participants were to be uniquely addressed. Item 7 sought the respondents' view with reference to the effect on non-participants if counselors became more proficient in career counseling. Item 38 changed the emphasis of the outcome and placed it on the effect on the nature of the groups and services counselors would interact with if required to accomodate the YETP's career counseling goals. The net

effect of the altered emphasis was to change the perceptions of the respondents to the extent that, in both cases, outcomes that appeared to be inconsequential when related to the students affected became significant when related to the programs affected.

Consideration of these four items led to the conclusion that, in the view of the respondents, the role of the schools and the services they provided could be adversely affected without having any appreciable impact on the students. To put it another way, the YETP would only cause concern if it ceased to affect students, both participants and non-participants, and began to affect the personnel and programs of the schools.

The last item from this sub-category to be addressed was Item 9. The respondents could not assign a significant likelihood rating to the possibility that the return of former drop-outs to the schools would lead to an improved attitude towards the schools on the part of all students. If it did lead to such a result, however, the impact would be negligible.

Item 9 was paired with Item 3 and Item 29. The respondents indicated that the schools were unlikely to receive additional state funds as a result of the return of former drop-outs (Item 3). The impact of such funds, if received, was judged to be neither positive nor negative. Responses to Item 29 indicated that there was no significant likelihood that schools and/or school-based counselors would be held responsible if students' academic and career goals were not achieved. If such an outcome did occur, the impact was judged to be negative.

Item 9 and Item 3, when viewed together, indicated that there was little likelihood that former drop-outs would return to the schools. Item 9, by itself, might not have supported such a conclusion. The respondents might have felt uncertain whether or not the attitudes of non-participants would be affected by the YETP's effort to assist drop-outs in returning to the schools. But, when aligned with the responses to Item 3, such a conclusion seemed to require more inference than was justified.

With two outcomes based on similar initiating and intermediary events, and with neither likely to occur, it seemed probable that the intermediary event, in this case, the return of former drop-outs, was being evaluated. This was especially true in light of the specific relationship between the initiating event as the cause of the intermediary event described. The occurrence of the intermediary event was a necessary and sufficient precondition for the outcome of Item 3 but was not the only precondition that could lead to the outcome of Item 9. The former was judged to be unlikely to occur while the latter was given an indefinite rating on the likelihood scale. It seemed most appropriate to conclude that the variations in the likelihood ratings reflected the respondents' interpretation of the relationship between the return of former drop-outs, which was not considered likely to happen, on the outcomes addressed in these two items.

Neither the outcome for Item 3 nor that for Item 9 was considered to have an appreciable impact on the schools. The impression created was that the respondents felt that students who had dropped out of school

were no longer the schools' concern and could, therefore, be ignored. If they should happen to come back to school as a result of the YETP, the separation of the YETP from the rest of the schools' activities would effectively minimize their effect on other students or on state subsidies to the schools.

Whereas Item 9 suggested that the schools would, in some measure, be held in higher esteem by students if the goals of the YETP were realized, Item 29 suggested that the schools would be blamed if those goals were not attained. Neither outcome was given a significant rating on the likelihood scale, indicating that the respondents were not sure of themselves one way or the other on these items. Item 29 did receive a negative impact rating as against the indeterminant rating for Item 9. Here, too, the respondents seemed to imply that students' perceptions of the schools would not make a great deal of difference one way or the other. The perceptions of outside agencies were, however, apparently of considerable importance to the schools. It was concluded that the review of these items provided peripheral support for an overall statement that the schools were not only not concerned about the affect of the YETP on participants but that they felt that the affects on non-participants were of minimal importance as well.

The analysis turned next to the outcomes that the respondents judged to have a negative impact on the schools if they occurred. Within this sub-category, items having similar outcomes were addressed concurrently and all items were compared with items from other categories to determine the meaning of the response patterns evidenced.

The first Student outcomes addressed that were considered to have the potential for negative impacts were Items 10 and 32. They dealt respectively with the possibility that students would be encouraged to drop out of school if they became more aware of the job opportunities available to them and with the possibility that programs would be designed to provide students with short-term or intermediate rewards rather than to meet long-term needs. Item 10 was considered unlikely to occur and Item 32 was judged to be likely to come about.

Item 23 and Item 45 were paired with Items 10 and 32 for evaluation purposes. Item 23 was not assigned a meaningful value on the likelihood scale and was considered to have a negative impact. It suggested that significant decision-making power would pass from the schools to the Youth Councils established by the prime sponsors. Item 45 was considered likely to occur and its impact was felt to be negative. The outcome associated with Item 45 suggested that employers would reduce their reliance on high school diplomas in making hiring decisions. These results appeared to be increasingly important when compared to those for Items 10 and 32.

If employers were likely to reduce their reliance on diplomas, it seemed likely that fewer youth would feel compelled to obtain a diploma before entering the job market. Still, most respondents did not think it likely that students would drop out of school once they found a job opportunity for which they were qualified. It seemed that, in this case, the initiating events for the two outcomes were diverse enough to mask the relationship that appeared so evident when the outcomes were viewed

together. Since the respondents considered each item without reference to the other items, such connections between items were not reflected in their estimates of likelihood and impact. The conclusion was drawn that, while the provision of job search information would not, in itself, lead to a higher drop-out rate, the possibility existed for a long-term tendency in that direction. Any tendency towards an increased drop-out rate was, therefore, seen as the result of the outcomes of other YETP components. In this case, then, the initiating event for Item 45, i.e., the granting of academic credit for work experiences, seemed to have an effect on the drop-out rate through its tendency to reduce employers' reliance on diplomas as a guide in hiring decisions.

If it could be assumed that attainment of a high school diploma was in the long-term interest of participants, and if one tendency of the YETP was to increase the percentage of students who dropped out of school, then the likelihood that short-term or intermediate goals would be served seemed to be increased. The respondents already considered such an outcome (Item 32) to be likely and there was increasing evidence to support such a belief.

Since all four outcomes were seen as having a negative impact on the schools, the impact scale was considered in some detail. Three of the items were shown to have a high degree of interrelationship with respect to the results on the likelihood scale. The fourth item, Item 23, could also be seen as a part of that group despite being considered unlikely since, if short-term or intermediate rewards were to become a part of the YETP, the Youth Councils, by law, would have to approve the

programs based on those rewards. Thus, the conclusion that the inclusion of youth in the decision-making process was detrimental to the schools seemed appropriate. More importantly, that outcome was the first in a series of steps leading, potentially, to an increase in the drop-out rate of both participants and non-participants. The role of the Youth Councils in the decision-making process could not be avoided if the legislation were implemented as written.

It was recognized that such an increase in the drop-out rate was only likely in the long-term and in response to decisions made, for the most part, in the business community. Still, there appeared to be ample evidence to support the further conclusion that this set of outcomes should be closely and carefully monitored, especially since the Youth Councils' approval authority could not be bypassed. The result was that YETP participation implied a rather unpleasant set of long-term outcomes because of the nature of the act itself.

There was one final point to be made with respect to this set of outcomes. The smaller the scale of the YETP, the less likely it was to lead to increased drop-out rates. So long as relatively few students received diplomas through non-traditional means, the value of diplomas in general as a factor in hiring decisions was likely to remain relatively constant. As soon as significant numbers of students were permitted to apply work experiences to the requirements for attainment of a diploma, employers would begin looking for other indications that a youth just entering the job market was a potentially productive employee. Thus, the greater the apparent initial success of the YETP, the greater its

ultimate failure was likely to be.

The analysis next considered Items 12 and 23, both of which were related to the effect on students of the two major services counselors were required to provide under the YETP. Item 12 related decreased services to non-participants to the work-load generated by the requirement that counselors identify potential participants and then develop the unique occupational and educational goals of each student so identified. The respondents felt that such an outcome would have a negative impact but could not determine whether the outcome was likely or unlikely to occur. Item 33, for which both the likelihood and impact ratings were the same as for Item 12, related the limitation of services provided to YETP participants to the counselors' attempt to provide only the services required by the legislation. These two items were paired with Item 26, which had a likely outcome rating and a negative impact, and Item 36, which was not assigned a significant likelihood value but was considered to have a negative impact.

Item 26 suggested that prime sponsors would control the workloads and assignments of counselors in the schools. Item 36 indicated that a separate counseling system would be developed and that it could not readily adapt to the changing needs of youth. Item 26 was considered to contain an override variable affecting the likelihood of the other three outcomes under discussion.

If the prime sponsor controlled the workloads and assignments of school-based counselors, and the respondents thought that it was likely to happen in that way, then it seemed plausible that there would be

more rigid enforcement of requirements that counselors devote specific segments of time to the needs of participants. It also seemed plausible that such a situation could lead to resentment on the part of counselors who would then attempt to provide only the minimum services for participants that had been mandated by the Congress and the LEA agreement. Ultimately, this could easily lead to the prime sponsor moving to establish a separate counseling system to handle the YETP requirements only. Over time, the limited activities engaged in by the now separate YETP counselors would tend to limit the adaptability of those individuals working in the separate system. It was, therefore, concluded that the respondents may have failed to accurately assess the likelihood that Items 12, 33 and 36 would occur and did so because their likelihood was, at least in part, determined by the interrelationship between the items.

If such were the case, however, there was a partially self-correcting feature in the overall situation. Once the prime sponsor decided to establish a separate counseling system, non-participants would again receive the bulk of the services provided by the schools' counselors. Participants would also, hopefully, receive a wider range of services once the prime sponsors' counselors began to deliver services to them. Unfortunately, the negative impacts on the schools resulting from both prime sponsor control and a separate counseling system appeared likely to remain. It seemed most reasonable to conclude that the constant factor throughout was the prime sponsors' control of workloads and assignments of the school-based counselors. For that outcome (Item 26) the response estimates seemed to be valid. For Items 12 and 33, the likelihood and

impact seemed to change depending on where a particular school system found itself in the process of evolving a dual counseling system. For Item 36, the impact on the schools appeared to be consistently negative, as the respondents had indicated. The likelihood was probably greater than anticipated by the respondents who only considered the effect of the YETP's emphasis on employment counseling and did not attempt an integration of these outcomes as was done in this analysis effort.

The analysis of this sub-category moved next to Item 18 which was considered unlikely to occur but to have a negative impact if it did. This item dealt with the question of whether or not youths would decline to participate if doing so labeled them as coming from low socio-economic backgrounds. This item was paired with Item 3 and Item 49. The responses to Item 3 indicated that it was unlikely that drop-outs would return to the schools and, as a result, improve the schools' financial situation. If it did occur, however, there would be no significant impact on the schools. Item 49 suggested that the schools would be accused of reducing the employment opportunities of participants by labeling them as structurally unemployed. The respondents felt that this outcome was unlikely to occur and that it would have a negative impact on the schools.

It appeared that the respondents thought that the YETP offered sufficient rewards to appear attractive to youth who had not left the schools but would not offer sufficient inducements to bring about their return once they had dropped out. Further, while youth would not be reluctant to admit that they and their families were from a low SES and that they met the criteria of structurally unemployed, it was likely that

such an admission would be considered a major barrier to improved employability if the YETP should fail in its employment objectives.

The YETP was seen to pose serious problems for the schools beyond those raised by the items themselves. The work experience component of the YETP could present participants with many of the same short-term rewards that drop-outs felt precluded a return to school. Such a situation could lead to an increased drop-out rate for participants. A successful work experience component, i.e., one that introduced participants to viable career paths, could, in the long run, make it seem that the in-school programs had failed to achieve other goals of the YETP, especially those relating to participant retention in the schools. At the same time, successful retention could place the schools at the mercy of the local job situation. Anything that decreased the number of jobs open to participants when they completed high school was likely to lead to the conclusion that, once again, the schools had failed to meet the needs of disadvantaged youth. The negative impact potential of these outcomes seemed well justified. In fact, when considered together, these items almost guaranteed that, in one way or another, the schools would be criticized unless so many new jobs became available that it would be, at best, questionable that any youth employment problem actually existed.

The last two items addressed, Items 25 and 28, were both considered to be likely to occur and to have a negative impact. Item 25 suggested that participants' minimum competency test scores would decline while Item 28 suggested that participants would become alienated in

their attitudes towards the schools. Both outcomes were based on initiating events that reflected aspects of the non-traditional credit component of the YETP.

These items were paired with Items 16, 17 and 29. The respondents could not establish the likelihood of Item 16 but felt that the outcome, i.e., establishment of national standards for the granting of academic credit, would have a negative impact. The respondents considered it likely that credit for work experience would not be substituted for core or basic courses (Item 17). The outcome of Item 17 was not, however, given a meaningful rating on the impact scale. Item 29 indicated that the image of the schools would be lowered as a result of any failures in the YETP. The respondents considered this outcome to be unlikely and, again, could not establish a significant impact level if it did occur.

When viewed as a unit, these outcomes suggested that the YETP might or might not lead to national work experience standards. If such standards were established, however, they would separate the work experience credit from non-elective graduation requirements. That separation would cause participants to feel that the schools were to blame for not meeting their needs. The belief that participants' needs had not been met would be reinforced when minimum competency test results were reviewed. Overall, however, the respondents considered it unlikely that the schools would be held at fault for such failures. Even if they were, there would not be an appreciable impact on the schools as a result of it.

It was noticed that some of the above failures were assigned negative impacts by the respondents even though they felt that failure of the YETP overall would not lead to negative impacts. This anomaly was apparently explained when it was recognized that the outcomes for the student related events were based on participant perceptions while that for Item 29 was based on the communities' attitudes. Thus, it seemed that the respondents believed that the attitudes of participants might have negative impacts on the schools within the YETP arena but that the YETP itself was unlikely to impact the schools beyond its own boundaries. The participants, in other words, represented a clientele that lacked clout outside the narrow scope of YETP activities. The respondents apparently felt that the schools could rise above any problems created by failure to address the needs of participants because the local communities were not concerned with the extent to which those needs were met. Once again, it was seen that the role of the schools was not perceived to include the provision of vocational programs as a central concern, especially when those programs were targeted for students at the lower end of the ability and/or achievement range and who also came from low socio-economic strata.

Discussion of the Data:

Summary

The major conclusion drawn from the analysis of the data were that: 1) the needs of YETP participants were of secondary or tertiary importance to the schools; 2) vocational programs were not part of the schools' primary role; 3) the counseling services provided by the schools

were considered to be non-essential items; 4) the YETP would be kept separate from the rest of the schools' programs; and 5) the YETP lacked sufficient internal consistency to permit the attainment of all of its disparate goals. Most of these conclusions were identified in the discussion of the items found in the various cells as displayed in Figures 1 and 2. The conclusions were also seen to find support in the items assigned to the first five outcome categories addressed. The analysis of the items assigned to the Student category included the pairing of various items from that category with items from the other categories to which items had been assigned. The results of that effort provided further support for the major conclusions of the data analysis. It appeared, therefore, that the conclusions arrived at were valid and consistent with the data.

Chapter 7

ANALYSIS OF THE ASSUMPTIONS

In the first stage of the study, five assumptions relating to the causes of youth unemployment problems were identified as the basis upon which the YEDPA was developed. In addition, two general assumptions about the most appropriate approach to the resolution of social problems, assumptions that influenced the Federal response to youth unemployment, were detailed. This stage of the study seeks to analyze those assumptions. It should be remembered that, in most cases, the problems inherent in the various assumptions do not stem from the assumptions qua assumptions but rather relate to the assumption in the context of a set of beliefs upon which programmatic decisions might be based. The initial effort in this stage of the study was, however, directed towards an attempt to analyze the concepts upon which the various assumptions seemed to be based. The intent was to determine whether or not the assumptions were a rational and consistent basis for program development.

Analysis of the Specific Assumptions

First Assumption: Unemployment and the Diploma. The initial assumption was that unemployment and underemployment were reflective of failure on the part of youth to obtain a high school diploma. The important concepts here appeared to be: 1) unemployment; 2) underemployment; 3) high school diploma; and 4) youth. Beginning with unemployment,

what was meant and what was implied when 'unemployment' was used in this context?

To be unemployed, it would seem, meant simply to be not employed, i.e., to not have an agreement with some agent by which one received financial or other reward in return for performing some specified work. While this was, apparently, the sense in which the term was used with respect to the YEDPA, such an understanding was not felt to be wholly satisfactory. It seemed that other factors included in the legislation tended to interfere with any effort to apply such a straightforward meaning. It therefore became necessary to attempt to gain an understanding of the concepts behind the term as used with respect to the YEDPA and to compare the results of that effort with more standard usage.

First, it was noted that 'unemployment' apparently had a somewhat different sense than would be expected from a simple inspection of the term even in more traditional legislation. For example, when used with regard to programs providing support for individuals who had lost their job, i.e., within the context of unemployment insurance legislation, the term had a more restrictive meaning. Just because a person did not have a job did not mean that unemployment benefits were available. First, an individual was not covered by unemployment insurance unless he or she had once held a job. Second, that job had to have been held for a specified minimum number of days. Third, the job had to have been full-time and permanent in order for the individual to be eligible for benefits. Finally, the loss of the job had to be the result of factors beyond the individual's control. Voluntary termination of employment

or termination for punitive reasons would constitute disqualifying factors when applying for unemployment insurance in most cases. Thus, the youth legislation was not unique in attempting to arrive at a sense of the term that implied more than a simple negative employment state.

With the above considerations in mind, the analysis returned to the use of the term with respect to youth specifically. It was first noted that, in general, youth were placed in an initial category that was unique to their age group. That category was reserved for those who had not yet entered the labor force, i.e., youth who had not begun to actively seek employment. This tended to follow the sense of the term that was implied in the area of unemployment insurance legislation since, in this case, youth who had never held a job were not considered to be unemployed even though they were definitely not employed.

If the three basic categories of employed, unemployed and labor force entrant had been maintained with respect to youth, there would have been little confusion. The sense of 'unemployed' as used in the area of unemployment insurance would have been maintained. While somewhat different from the sense implied by the term itself, consistency of usage and recognition that the distinctions were somewhat justified by and incorporated into the linkage of unemployed with insurance against loss of employment supported the belief that there was good reason for accepting the term in that light. Unfortunately, the youth employment legislation did not permit categorization to stop at that point.

An alternate sense of the term 'unemployed' was implied because

of the requirement that all youth who were members of the target population be classified as unemployed, regardless of their past or present standing with regard to the other two categories identified above. Additionally, youth who had held and then lost jobs that met the criteria established for the receipt of unemployment compensation were not eligible for programs under the YEDPA unless they were members of the target population. Thus, the new legislation established a unique and heretofore unrecognized definition of 'unemployed', a definition that was based on demographic information rather than standing in the labor force. Within the meaning established by the YEDPA, a youth could hold a full-time, permanent job and still be eligible to receive benefits if that youth were a member of the target population. Thus, unemployed youth could be employed and vice versa. At the same time, youth who did not have a job might not be considered unemployed, depending on whether or not that youth was a member of the target population.

The conclusion reached was that the term was being called on to do more work than it was capable of. Unemployment would be best used to stand for a state characterized by a lack of employment. Barring that, it could reasonably be used to stand for a state characterized by a lack of employment that followed a period of employment, provided that certain other restrictions were met. It could not and should not be asked to stand for a specific socio-economic group characterized by age, ethnic character and academic standing in the school system. The YEDPA, however, implied that that would be the meaning of the term when it was used with respect to programs established to help relieve the

problems of in-school youth who had not entered the labor market.

This led to the analysis of the term 'underemployment'. It was again suggested that there was little to be gained from attempting to make the term do double work in the language. The way the term was understood in general usage should be the way in which it was used with respect to youth. In general, the term related to statistical evidence relative to the type of job and level of compensation normally associated with a given level of job experience and preparation.

For example, an individual who had completed an educational program and had been granted admission to a state bar association would be considered underemployed if the only job available was that of a salesperson in a department store. Both of the possible situations that could evoke the use of 'underemployed' were present in such a situation. First, the level of skill required by the job was, presumably, far below the level of skill represented by the person's qualifications. Second, the level of financial reward provided by the job was also far below that normally expected for anyone trained in and practicing the law. The existence of either of these situations was considered sufficient justification for the use of the 'underemployed' to describe a given person in a given job situation. A master mechanic forced to take a job as an attendant in a self-service gas station would be underemployed. Whether the mechanic's income level was affected or not, the fact that a considerable amount of skill and knowledge held by the individual was not being used would imply that underemployment existed. Conversely, a woman with a degree in child psychology could be considered underemployed

as a housewife because, while her skill and knowledge were used to the fullest in her role as mother, still the pay received was less than might be expected if she had found some other employment that utilized those skills.

There were, however, mitigating factors that could alter the decisions as to whether or not a specific job situation were an example of underemployment. Personnel who held a position that was not commensurate with the level of skills possessed would not be termed underemployed if the position had been sought for reasons other than necessity. Since the result of a determination of underemployment was intended to be assistance in upgrading the level of the job held, it appeared to be somewhat academic to take the individual to a level that was not desired. This factor would apply until and unless there was a change of attitude and the individual decided to return or aspire to an employment level more in keeping with previous or potential skill levels.

Another area in which adjustment to the concept was necessary related to the newly hired employee. While a student who had recently graduated with an advanced degree in accounting might have the necessary skills to head the accounting department of a given business, there was no stigma of underemployment involved if that student was hired to fill a subordinate position. In general, this would only be considered underemployment if there was no career ladder allowing that person to potentially rise to the top of the department. Thus, though a person had the training or experience necessary to hold a higher position, and though starting at a lower level was not a voluntary choice, still, the person

was not underemployed if he or she could be promoted. Only if the position were dead-ended could underemployment be properly considered to exist in such a situation. The implications of this limitation on the application of the term 'underemployed' seemed obvious when the typical career path of a recent high school graduate was considered. It was difficult, given the general belief that most jobs require a high school diploma as the minimum qualification, to see how underemployment could exist when the high school drop-out was considered.

In summary, unemployment was seen to involve several specific concepts when applied in the area of unemployment insurance. First, the individual did not have a job. Second, the individual had held a full-time, permanent job for a specified minimum number of days. Third, the individual had lost the job for reasons beyond his or her control. The typical youth, by this definition, was more properly thought of as not yet having entered the labor force than as unemployed. Yet, the YEDPA both expanded and restricted that meaning by establishing demographic criteria as the major determinants of program eligibility.

Underemployment was also seen to involve certain criteria that, unless satisfied, disqualified the usage of the term. These were: 1) the skill level required to do a job or the reward provided for doing that job were well below the level held by the average person having the same qualifications as the job incumbent; 2) the individual held the job out of necessity rather than choice; and 3) there was little prospect that the job would lead to the individual's advancement to a level more nearly commensurate with his or her skills. The application of

these criteria made it difficult to classify any job held by in-school youth or drop-outs as underemployment. And, unlike the case with respect to unemployment, there was no attempt to establish a separate set of criteria that would be applied to youth uniquely beyond those demographic criteria already discussed with respect to unemployment.

The analysis next addressed the distinguishing features of a high school diploma. Traditionally, a high school diploma was thought of in terms of the requirements of the school system that granted it. While those requirements changed from system to system in their particulars, some general criteria could have been identified. There was, however, little evidence that the traditional sense of the concept was the primary consideration in this case. Rather, it seemed that the use of 'high school diploma' in this assumption was based on the use to which a diploma could potentially be put by employers.

Generally, the school system was not in the business of preparing students for specific jobs. There was no attempt made to identify a particular position and to then train some particular student to fill that position. Rather, the school system relied on the belief that by providing students with a specified level of academic attainment in a variety of areas, it provided the basis on which potential employers might build the specific job skills called for by a specific position. As an alternative, the school system provided the basis upon which the student might build in-depth knowledge through some form of additional or higher education.

A second point to be considered was suggested by the implication

that the high school diploma was more relevant when viewed from the perspective of the employer than from that of the schools. If such were the case, the important concepts were those that related to the factors that made possession of a high school diploma a satisfactory criterion by which employers could make hiring decisions. As has already been suggested, the schools did not expect that the process by which students were qualified for a diploma would prepare them for a specific job or even for a specific employment field. Employers, therefore, either accepted the belief that a general or liberal background of studies was appropriate to their needs as employers or they saw other reasons for accepting the diploma as evidence of potential success in the world of work.

If the former were true, then the most appropriate use of the term would be in the sense that related to the schools' requirements for attainment of a diploma. In that case, the attempt to apply the concepts held by employers was circular and led back to those held by the schools to no effect. Thus, the apparent emphasis of the assumption on diploma requirements as the basis for employment was spurious.

If the latter were true, then it was necessary to determine what factors beyond those implied by the school systems' understanding of the term were important to employers. But, here again, there appeared to be an effort to make a term do more work than was reasonable. So long as the diploma stood for certain attainments established by the high schools, it would be inappropriate to make it also stand for attainments required by employers. If, in completing the schools'

requirements, the student also, more or less by chance, met the employers' requirements, so much the better. To attempt to displace the traditional sense of the term with a new sense seemed inappropriate, however.

Finally, the question of what constitutes that group of the population called youth was taken up. In most usages, this seemed to be a rather vague and ambiguous term. In the context of employment and training legislation, however, youth were fairly rigidly defined. Youth in this context were those individuals who were between the ages of sixteen and twenty-one inclusive. While no one fell into this age group without being termed a youth, it was possible to fall outside of this range and, for administrative purposes, be considered a member of what was called the youth cohort. To be so considered required a special determination by some agency within the Federal bureaucracy and the range of expansion was somewhat limited. Basically, a youth could potentially have been anyone within the ages of fourteen and twenty-five years of age. In many cases, those at the two extremes were not included because an expansion of the age limits had not been made. Youth were, therefore, always found between the ages of sixteen and twenty-one but could be as young as fourteen and as old as twenty-five.

It would appear that, for the purposes of attempting to develop legislation and initiate programs to deal with the employment problems of youth, such an understanding was, at least, useable. There was a core group that could always be recognized as a part of the set that was referred to by the term 'youth' and others who were clearly not in the set. While a tighter, more clearly stated and universally applicable under-

standing might have been desirable, the present approach appeared to provide some flexibility in identifying those who needed assistance. However, some consideration had to be given to the effect of expanding the age limits of the youth cohort, especially at the upper end of the range.

It appeared that, in normal usage, a youth was distinguished from an adult, that is to say, a person was either considered to be a youth or to be an adult. Legally, the age at which a person reached adulthood had traditionally been set at twenty-one. During the late 1960s there was a general tendency to lower the legal age at which adulthood was considered to have been reached, at least with respect to voting privileges, to the age of eighteen. There has been little evidence that such changes in the legal definition of adulthood have made any real differences for the individuals concerned. Looked at another way, the twenty year old was as much a youth as the eighteen year old was an adult. But, while there may have been strong arguments for including those individuals who fell between eighteen and twenty-one as youth, expansion of the upper limit to the age of twenty-five seemed arbitrary and capricious.

What then was to be gained by such an expansion? It appeared that the major reasons for the inclusion of twenty-five year olds in the youth cohort involved such considerations as a desire to include higher education institutions among the options open to youth, a desire to aid service veterans, a belief that, until age twenty-five, members of some groups were not fully independent, and a desire to expand the

number of individuals eligible to be served by the youth programs. While these were laudable goals, two specific problems arose from the effort to accomplish them in this fashion.

First, the net effect of such expansion was to make the term 'youth' less precise and therefore to make it less able to work in the language. When 'youth' was used, it became necessary to ascertain which sense of the term was being applied. Did the term stand for all those who were not legally adults? Or did it stand for those who were, for administrative reasons, considered youths though they were legally adults? Did the term refer to those who were sixteen years of age as a minimum or did it extend downward to include fourteen and/or fifteen year olds? This lack of precision seemed unnecessary since other terms were available that could have served the purposes intended and should, therefore, have been used.

Second, the expansion of the upper limit of the youth cohort was not based on any firm conception of where the upper limit should end. If a twenty-five-year old required assistance, what happened prior to his or her twenty-sixth birthday that eliminated the requirement? While the same question could be asked regardless of the upper limit established, at least when the term was used in the legal sense there was consistency across several applications in different fields. It was determined, therefore, that it was better to maintain a single definition of what constitutes a youth and to deal with those who fell within the twenty-one to twenty-five age group through the institution of adult programs aimed at the segment of the population involved.

Second Assumption: Unemployment and Job Experience. The second assumption identified was that youth tended to be unemployed or underemployed because they did not have job experience. The concepts of 'youth', 'unemployment' and 'underemployment' were addressed previously. To fully understand this assumption, then, 'job experience' remained to be analyzed. A job appeared to be any situation in which an individual worked and, in return, received something of tangible value. Job experience, then, appeared to mean that the individual had, at some time or another, performed some work and, in return, received goods or money in proportion to the importance of that work to a particular employer. If that were the case, what difference did it make to a potential employer whether or not a prospective employee had received compensation for work performed in the past? There seemed to be little reason for considering this to be a factor in employment practices unless work done for pay was somehow different from the same work done for itself or for school credit or for some other reason.

It appeared, therefore, that, if job experience was considered crucial by those making hiring decisions, the key to understanding the term lay in the area of the personal characteristics assumed to be in the possession of an individual who had held a job. Significantly, those characteristics could not be assumed to be held by individuals who had done the work in other than job situations. An individual who had successfully held a job in the past was, perhaps, more likely to be reliable, to understand the employer/employee relationship, to be able to adapt to the requirements of the job environment, and so on. The

reason for reliance on prior job experience, if it indeed existed, was based on what the individual had learned about the concepts of remuneration rather than on what the person learned about the skills required to perform a particular set of job tasks.

Such an understanding led, however, to two problems. First, how did one convince that first employer that he or she was a potentially useful employee if job experience was not found in the individual's background? Second, was prior job experience the only possible indicator that an individual possessed those traits sought by the employer?

Taking the first question, it seemed reasonable to assume that, for most persons entering the job market, the route to obtaining full-time employment included at least a short period of lowpaying, relatively unimportant (when viewed from the employer's perspective) job experiences. The degree to which an employer felt that it was desirable that a new employee have a record of successful job experiences could be seen as a function of the importance of the position under consideration. If government programs were not considered, the availability of opportunities for youth to attain appropriate job experience was, apparently, directly related to the number and availability of low paying positions in non-crucial areas of work.

In the second case cited above, it appeared that there were cases in which an individual was placed in a comparatively important position without prior job experience. The factors that led to such placement appeared to be fairly clear. If a person had acquired, through schooling, the skills and/or knowledges considered essential to the com-

pletion of the work assigned, the tendency appeared to be to overlook any lack of job experience on the part of the applicant and to concentrate the hiring decision on the skill/knowledge factors. In such a case, ability to perform the work was seen as more important than proof that the applicant understood the employer/employee relationship.

It was, therefore, possible to complete a training program and to move from the school environment directly into a responsible, high paying position. To do so implied that the completion of the program provided by the school was, in the opinion of the employer, an acceptable reason for overriding the requirement that the applicant have proven that he or she possessed the characteristics related to job experience. The crucial consideration was, apparently, could the individual perform the tasks assigned and not could the individual adapt to the work environment. If the characteristics implied by job experience could be shown to have been acquired in another way, or if possession of specific job-related skills and/or knowledges was more crucial than those characteristics, there was a distinct possibility that lack of job experience would not be a barrier to employment.

With reference to the second question, it appeared that there were other avenues to improving employability available besides the provision of job experience. It also seemed that such experience as was gained had to be demonstrably related to the acquisition of the personal characteristics sought by employers if it was to be of value in improving employability. At the very least, the prospective employer had to be convinced that an individual had been required, during the

work experience period, to act in a fashion similar to that expected of a satisfactory employee. The individual's work experience had to include reporting for work on time, completing a full shift, showing an understanding of the supervisor's role, accepting and implementing directions, and so on. Unless a given program indicated that its participants had been required to perform in such a fashion, employers were unlikely to give any additional consideration to its participants than to non-participants, all other factors being equal. The only other possibility was that the program provided skills and/or knowledges in specific job fields where knowledge of the work to be performed was more important than appropriate work habits, at least initially. It was at best questionable whether or not present employment programs reflected this fuller understanding of the term 'job experience'.

Third Assumption: Unemployment and Job Search Skills. The third assumption that appeared to underlie the YEDPA was that unemployment and underemployment were partially the result of youth not having been provided with sufficient job search skills and information. The key concepts involved in this assumption were 'job search skill' and 'job search information'. To understand these concepts, it was necessary to establish the appropriate criteria for the proper application of the terms involved. The sense of the term 'job' was addressed previously and 'skill' and 'information' did not appear to be particularly rich concepts. A skill was a facility in completing a given task. There did not appear to be any additional sense within which the term was used in

this context. 'Information' seemed to imply knowledge about any and all aspects of the job search process and would, therefore, gain its meaning from explication of the sense of the term 'search'. It was to the latter term, then, that the analysis turned in an effort to more fully understand what was meant by this assumption.

In general, a search is an effort to find something whose exact location is unknown. In this context, its use was tied to efforts to find a job. But, when the range of concerns covered by the term, going from simple knowledge that a job opening existed in a particular place to success in being hired, was considered, it seemed that there was more implied than simple search procedures. From this standpoint, the term had acquired an additional sense in that, with respect to employment, the search went beyond discovery of the location of a given job and included everything that was required to successfully compete for that job upon completion of the steps required to discover its existence.

While such an expansion of the sense of the term would not, in most situations, be acceptable, there may have been some justification for it in this context. For the legislative and administrative purposes implied by the YEDPA, there was little reason to suppose that discovery of an available position would suffice to make youth employable. Since the term was used in conjunction with other terms that helped to clarify its meaning, at least for those involved in employment and training programs at the Department of Labor, the problems normally accompanying such an expansion were at least minimized. It was recognized that acceptance of the expanded sense in which the term was understood did

not completely clarify its usage, however. It did lead to the position that, in using the term, those individuals involved in the YEDPA had to be aware of the possible confusion that such uses could engender in others not familiar with the specific meanings intended in this case.

In order for the concept to be useful, it was necessary to establish specifically which skills were integral to successful job search efforts. It appeared that the job seeker had to be able to find some statement or listing of available jobs, had then to comprehend their messages, had to be able to make an initial contact with the prospective employers, had to be able to fill out application and other forms and had to be able to project a positive image in an interview situation. There may well have been other skills or knowledges that would assist in the job search effort but these seemed to be the minimum necessary if success were to be achieved.

Before those skills could be developed, however, it appeared that some minimum reading and writing competencies had first to be developed. In the above listing of skills, the media of communication was generally the written word. While an individual might be able to obtain employment without actually reading job announcements, writing letters of application, completing application forms and the like, such activities were the stuff of which job search skills were made. If the belief was that each youth had to have those skills, then reading, writing and speaking abilities had to be developed to some minimum level of acceptability. For youth, the schools were the most obvious source for the development of those skills. The schools, however, did not generally

relate reading, writing and speaking skills to their importance in the job search skills that were assumed to be lacking. If correct, the assumption really stated that youth tended to be unemployed because they could neither read nor write and had trouble communicating through the spoken word.

Thus, the implications of this assumption went far beyond the provision of knowledge about job openings and application and interview strategies. When looked at in its fullest meaning, especially in the expanded sense of the term with respect to employment legislation, 'job search skills' became much broader than they appeared at first glance. The sense of the term included reading, writing and speaking; attitudes about employment; self-concept and access to announcements of job openings at a minimum. Whether, even in the employment and training field, such an expanded understanding of the term was useful seemed questionable. It was considered possible that provision of information about the range of skills required to complete a successful job search in this expanded sense might well cause an individual lacking those skills to despair of ever succeeding in the effort to find employment.

Fourth Assumption: Unemployment and Marketable Job Skills. The next assumption to be looked at related unemployment and underemployment to the failure of youth to develop a marketable job skill. Here the concepts that were of interest appeared to be those implied by the terms 'marketable' and 'job skill'. The identification of what was marketable seemed, on the surface, to be relatively simple. Anything was marketable

if there were individuals willing to enter into a value for value exchange for it. A job skill was seen as marketable if it was a skill that an employer felt was important enough to this ability to make a profit that he would pay someone to utilize that skill. The question of how much the employer was willing to pay was assumed to be related to two factors: 1) how scarce the skill was in the available work force; and 2) how necessary the skill was to the employer's enterprise. These two factors, then, were the primary determinants of whether or not an individual who possessed a particular skill or skills would be employed or not.

In the first case, if there were large numbers of typists looking for employment in an area that had little need for typing and related services, pay levels could be considerably deflated and underemployment would be the result. Or, even though salaries remained high, the glut on the market in the area of stenographic skills might force a person trained as a legal secretary to take a job as a file clerk, again resulting in underemployment. If there were no employers in a given area who felt that their business required secretarial skills, unemployment would be the result for anyone who sought such a position and refused all others.

It appeared, then, that if a person possessed a marketable job skill, then that person would find employment. If the skills possessed were clearly unmarketable, unemployment would be the result since no employer would be willing to enter into a value for value exchange in order to acquire the services of the person holding those skills. If

the skill were marketable but only on marginal terms, underemployment would be the result. The use of the term, therefore, appeared to be wholly appropriate in this context since 'marketable' could be shown to stand for a class of job skills that were uniquely identifiable and that seemed to have significant implications for the youth employment legislation.

Turning, then, to the concept of 'job skill' it appeared that a job skill was some ability to perform tasks that had a direct relationship to an employer's manufacturing, service, distribution, etc. function. While, in general, it appeared that many job skills were very broad, for example, the adjustment of a carburetor in an automotive repair shop, it seemed that in many cases the incumbent was presented with specific applications of the job that entailed unique skills not foreseen when the general category of skills implied was considered. Thus, an adjustment procedure that was theoretically applicable for any carburetor might not work for a specific make of car without some modifications. While it might seem that knowing the general procedures would be better than knowing nothing about carburetors at all, there seemed to be many instances that implied it was better to have, at most, rudimentary knowledge of the job than to have sufficient knowledge that retraining became difficult.

Additionally, there were often aspects of a given job for which the employer had developed unique procedures. Again, it was often more desirable to train an individual with little experience than to attempt to retrain someone who had a good deal of experience in a similar job

performed elsewhere. It seemed that 'job skills' included a class of general skills and a class of specific skills derived from them. Some of the skills were transferable from one job situation to another and others were not. The exact nature of many skills seemed to be determined by each employer in response to the specific needs of a given job situation. The term was, therefore, quite vague in its meaning and, in effect, there was no single set of skills that could be considered applicable to all job situations. Each employer appeared to seek the best possible fit between general skills possessed by job applicants and the specific skills required to perform the job being filled.

This situation seemed to be a far cry from that implied by the assumption under consideration. The assumption indicated that youth unemployment and underemployment were the result of a failure on the part of youth to acquire the specific job skills sought by employers. But, as has been shown, employers are more likely to seek general skills than specific skills and this would be especially true with respect to youth attempting to enter the job market.

This led the analysis back to the question of what general skills employers tended to seek when making hiring decisions. It seemed that this assumption was a corollary to the assumption that a high school diploma, certifying a general level of skill and knowledge, was a major pre-condition of employment for most youth. Thus, there was little justification for attempting to base programmatic decisions on the assumed requirement that specific job skills be attained. To do so implied that the YETP, in order to succeed, would have to identify the

unique skills sought by each potential employer and to then provide those skills to specific youth who were interested in the particular job. That, or the YETP would have to be based on the assumption that there were general skills not represented by a high school diploma that were considered valuable by employers. Such an assumption would invalidate the earlier assumption that failure to attain a high school diploma was a cause of youth unemployment and underemployment. In either case, the outcomes seemed to be indicative of serious problems that could result if these assumptions were accepted at face value as the basis for the YEDPA.

Fifth Assumption: Unemployment and the Federal Government. The fifth and last specific assumption to be considered was that the Federal government was uniquely able to deal with the problem of youth unemployment and underemployment. The terms of interest were 'uniquely' and 'able'. The concepts behind the uniqueness of the Federal government's ability to deal with youth employment problems was addressed first. Given the Constitution of the United States, it was at least arguable that, unless the validity of this assumption was established, the Federal government was forbidden to take action in the youth employment arena. In the past, the tendency was to assume that if a problem existed for a long period of time, the states were either unable or unwilling to deal with it and, therefore, that the solution fell to the Federal level. In the case of youth unemployment, the problem satisfied that criteria in that it was a long standing one. As long ago as 1917, the Department

of Labor was involved in efforts to provide youth with job experiences and, at the same time, to provide labor intensive agricultural areas with needed manpower. The involvement of the Federal government since that time was generally consistent and unbroken and was based on the assumption that the youth of the nation were not being served by the several states.¹ Since that position has gone unchallenged throughout the twentieth century, it seemed likely that it could be accepted with regard to the present legislation.

There was, however, a sense in which the uniqueness of the Federal government's ability to deal with this problem was, apparently, not fully accepted by the Congress and other elements of the Federal government. Not only in the area of youth employment, but in a wide range of programs, there was a tendency to place the responsibility for devising solutions in the hands of state and local governments. The Federal government provided financial resources and program oversight while other levels of government provided the answers to the problem. Thus, 'uniquely' was apparently intended to mean that the Federal government could manufacture the money necessary to support such programs while the states could not.

This, then, brought up the question of the meaning of the term 'able' when used in this context. Governmental ability to deal with a problem implied two general senses in which the term could be understood. The first dealt with the availability of resources, both financial and human, to apply to the problem area. This sense was discussed while addressing the term 'uniquely'. The second sense implied that the

governmental unit could successfully identify the causes of the problem and that it was within its power to alter the factors that were at its root. To sustain the applicability of this second sense of the term required that the correctness of the previously discussed assumptions could be demonstrated.

First, if employers did in fact prefer to hire individuals who had attained a high school diploma, that preference was not necessarily related to the high school curricula as such. The student who had successfully completed high school might have been preferred not because of any knowledge gain represented by the diploma but because the ability to stick out the high school program indicated that the individual possessed traits of value to the employer regardless of the student's level of academic attainment. If that was true, the efficacy of a program that sought to provide youth with diplomas by nontraditional means had to be questioned, at least until the factors that made a diploma important to employers could be isolated.

Even if a diploma were important for the reasons supposed in the establishment of the program, there was still no way to insure that employers would look on a traditional diploma, one earned through non-traditional programs and one based on a GED test with equal satisfaction. If the employer had discovered that the academic attainment represented by a traditional curriculum met minimum standards, what guarantee could be provided that other criteria for measuring such attainment would be satisfactory. Again, program components based on this assumption could well have been totally inappropriate to the needs of employers unless

and until such questions were satisfactorily answered.

The above considerations took on even greater importance when the nature of the student who achieved a high school diploma was considered. It was at least possible that attainment of a diploma was directly related to success in obtaining employment. The relation did not have to be based on any inherent value in the diploma itself or the program that led to its award. It could have been related to the persistence of effort displayed by the student. Thus, students who attained a diploma might have been successful in finding employment because they were less likely to give up their search for a job after one or two failures. Or, they might have been successful because they had learned to manipulate the system both in and out of school. In any event, here was another variable that had to be investigated before a program could be built that would insure improved employability for youth.

If, as seemed likely, the relationship between employability and the possession of a high school diploma actually involved some combination of the above points, the assumption implied a double-edged sword that made it unlikely that a youth who did not have a diploma would be hired and also made it unlikely that such a youth would continue to seek employment after one or two setbacks. From a programmatic point of view, this assumption indicated that the connection between attainment of a high school diploma and attainment of a job was a simple one. The analysis of the assumption indicated that the connection was more complex. Before a successful program could be established, the nature and direction of these various relationships would have to be established.

Simply devising new ways to provide youth with a piece of paper saying that they had completed a program that was equivalent to a traditional high school program would not suffice.

A final point considered indicated that, even if the above proved to be false, this assumption may still have led to a program that exacerbated rather than alleviated the youth employment problem. Some consideration had to be taken of the possibility that it was precisely because certain segments of the population did not hold a diploma that employers placed reliance on it in making hiring decisions. It appeared that, if all youth were to possess a high school diploma, employers might cease to use it as a guide in ranking potential employees. This implied that a program that sought to provide a diploma to every youth in the nation as a means to increased employability might, in the long run, be self-defeating. Instead of making youth more employable, such a program might force employers to seek other criteria upon which to base their decisions. Unless this possibility was recognized and programs were developed to accommodate the potential impact on youth of altering the basis for hiring decisions, application of this assumption to youth employment programs could place youth at a greater disadvantage in the job market than was previously the case.

The second assumption reflected the attitude expressed by Secretary of Labor Marshall in testimony before the Subcommittee on Employment Opportunities of the House Committee on Education and Labor. Mr. Marshall stated that, "they (youth) are caught in the circle of not being able to get a job because they are inexperienced and unskilled

and unable to get experience or a skill because they cannot get a job."² If Mr. Marshall's statement was accepted without qualification as an accurate description of the situation in which unemployed and under-employed youth found themselves, there still appeared to be a question as to the proper point at which the cycle should be broken. Closer inspection of the programmatic implications of this assumption, however, raised other points of interest.

How, for example, did youth who did not actively seek employment until they had graduated from high school find jobs if they had no more experience or skill than represented by a diploma? If the point was that students needed to have both a diploma and job experience and skills, why were so many youth hired in occupational areas unrelated to the content of their vocational training programs in the high schools? Or, did the assumption mean that any job experience would suffice to provide the skills required by employers? If so, what were those skills that employers sought? Finally, what was the best way to provide students with the required skills once they had been identified? Until these and other questions were addressed, the proper approach to resolving the problems implied by this assumption could not be determined.

Unfortunately, it seemed that the programs implemented under the YEDPA were, for the most part, based on this assumption but did not seek answers to the questions posed above. It appeared that there was a distinct possibility that such an approach would result in programs that seemed to break the circle referred to by Secretary Marshall without affecting employability. Unless the skills and experiences that

were directly related to employability could be identified before programs were implemented, there could be no assurance that the program components provided the right experiences and skills. The net effect on youth was considered to be potentially detrimental. Their expectations would be raised because they felt that they were doing the things necessary to obtain employment. When they applied for a particular job, however, they could easily discover that they had not really improved their employability at all because they had not acquired the experiences and skills that employers were really looking for.

The third assumption was that youth were unemployed because they lacked job search skills and job search information. This assumption posed some interesting problems. If it was intended to stand alone, the solution to the unemployment problems of youth would have been a simple one. Provide youth with job search skills and with information about available jobs and they became employable. However, this assumption could not be separated from the other assumptions if the youth employment program was to be coherent and effective. The question arose as to which youth suffered because of a lack of job search skills and information. Youth who had attained high school diplomas and who had obtained some job experience and skills were not part of the unemployment problem as defined by the preceding assumptions. On the other hand, provision of job search skills and information was not likely to make an appreciable difference in the employability of youth who lacked a diploma and had not acquired job experience or job skills.

This assumption appeared, therefore, to be either superfluous

as a basis for youth employment programs or a hedge against the possibility that the preceding assumptions were incorrect. In the former case, the assumption represented a potential waste of manpower and other resources used to provide job search information and skills. In the latter, it represented the tenuous nature of programs based on those assumptions. In either case, it pointed to potential problems in any Federal program that incorporated these assumptions in its approach to the resolution of youth employability problems.

The next assumption was that youth tend to be unemployed or underemployed because they have not been provided with marketable job skills. This appeared to be directly related to the circle of unemployability referred to by Secretary Marshall in his testimony before the Congress. Students did not have skills and therefore could not get jobs at which they could develop those skills. However, this assumption appeared to go beyond the Secretary's position and, as apparently interpreted in the legislation, referred to enrollment of students in vocational programs that did not lead directly to a job upon termination of the high school experience.

Implicit in this assumption was a belief that the school system was directly responsible to the students for their employment and training decisions. Also, it appeared that those who held this assumption believed that, regardless of the effect of the preceding assumptions on an individual's employability, specifically directed programs that were related to known job openings would significantly improve employability. But, if such programs were provided, how could a student be

forced to take part in them? If students continued to take vocational programs for which there was no known job market and did so despite the schools' efforts to dissuade them, who was held responsible? If a student dropped out of school on his or her own volition, and if such a student could have obtained a marketable job skill by remaining in school, should that youth be required to bear the responsibility for the decision to leave school? Neither these nor such problems as the methods by which school systems were expected to identify and provide training for specific job openings in the local community were addressed.

Once all of the above problems had been resolved, assuming they had been recognized and were then addressed, one final problem was foreseen. Given the nature of the American society and especially its emphasis on social mobility and freedom of choice, was it really acceptable to attempt to establish a career path for a fifteen or sixteen year old youth and to then expect that such a youth would be bound by that pattern? This assumption, and, indeed, the entire youth program, seemed to ignore the possibility that the fifteen year old auto mechanic might become a twenty-two year old lawyer. That was a major problem that had to be resolved before a program of this scope and nature was implemented.

From the above, it was clear that the Federal government could not meet the second criteria of applicability of the belief that it was able to provide youth employment services. The assumptions that were behind the Federal legislation did not permit the development of a rational program to address the problem. Even if it were conceded that assumptions were seldom implemented as stated and it was assumed that,

despite the above consideration, the Federal government had identified and could effectively deal with the causes of youth unemployment, it still remained to be shown that the programs established in response to youth unemployment problems provided services to the appropriate segment of society in the proper fashion and that the members of that segment of society would accept the government's efforts to make them more employable. This brought up the general assumptions upon which the Federal government based social intervention legislation.

Analysis of the General Assumptions

First Assumption: Targeting. The first general assumption stated that targeted legislation was more cost-effective and provided greater improvement in the status of participants than legislation designed to serve a general public. This assumption led to an attempt, not only in the YEDPA but in a number of other Federal social action programs, to define a group of eligible participants who most needed and would, supposedly, benefit the most from the programs established. A targeted program, then, identified a particular group in the society that was most deprived in a given area so that the limited resources available would not be "wasted" on those who might benefit only marginally from the services provided. The question that arose was whether or not targeting could, in all cases, provide a greater return on the financial and human resources expended than an approach that did not strictly define the population to be served.

The first point to be addressed was the apparent acceptance, when

this assumption was applied, of the targeted program's potential to alleviate the impact of the problem for which it was designed. If the participants were those most needing assistance, the above assumption could only prove true if the implementation of the legislation provided for large and appropriate changes in the targeted group. If, for the moment, that point was conceded, i.e., if it was assumed that all Federal programs were likely to achieve their goals, there were still other considerations that had to be addressed.

The targeting assumption was based on the premise that the greatest return in terms of participant gain or change per dollar expended was a crucial consideration in the design of social legislation. How, then, was return to be measured? Typically, and especially with respect to manpower programs, a cost/benefit approach, seeking to equate dollars expended to output, was applied in an effort to evaluate return.³ But, if the program provided a 10% increase in employability for each participant, then the greatest return would not be realized by applying the program to those with the lowest employability levels. In the case of the YEDPA, if a program increased employability by 10%, the more employable an individual was, the greater the return per dollar expended on that individual. If two potential participants were considered, one of whom was rated as a fifty on a one-hundred point scale going from no employability at the zero point to full employability, and the other who is rated as a ten on the same scale, program participation will yield a five point increase for the former and a one point increase for the latter. The assumption did not appear to mean that such a result was

intended. It was concluded, therefore, that percentage increases in employability were not the criteria by which program effectiveness should be evaluated. There must, it seemed, have been a different measure of program effectiveness to which this assumption was related.

A second possibility was that the assumption did not apply to programs unless their intent was to rank participants as above or below some assumed minimal level and to then raise the targeted group, i.e., those who fell below the minimum, to an acceptable level. In that case, perhaps, targeting did indeed provide the greatest return on the resources expended. Applying that concept to the areas of youth employment, a paradox appeared to have been established. If at some point in time all youth could be arrayed on a continuum reflecting their employability, and if programs were designed to move those at the lowest end of the spectrum up to a point where they were capable of meeting the minimum qualification of employability, would the employment problems of youth be solved? The answer appeared to be obvious. If a large number of unemployable youth were provided with the minimum skills to become employable, then it would seem that more youth could be expected to be employed in the future.

Looked at from another perspective, however, it appeared that, if there were X number of jobs available and there were Y youth seeking those jobs, with Y being considerably larger than X , the result of such a program would not be an increase in employability but an upward movement of the minimum employability point on the continuum. In fact, it would seem likely that raising the employability level of the target

group would not result in an increase in the number of youths having jobs but would result in making the job market more competitive, especially at the lower margin. Looked at another way, regardless of the employability point, the same number of youth were able to find employment, unemployment figures were unchanged overall, and the same need for employability training was seen to exist, especially if the number of jobs available remained relatively constant. The net effect was to establish a cycle in which youth were raised to a minimum level and the minimum level was then raised to exclude those youth from the work force.

How this problem operated in the employment area could be seen by drawing a simple analogy. If twenty football players were competing for ten positions on a team, a targeted program, similar to the YEDPA, might have been developed to bring the ten players who, at time T_1 , were cut from the squad, up to the level of proficiency of player P_{10} , the last player selected. What would be the effect of such a program? The players P_1 through P_9 , who were clearly above the minimum level, would still make the team while the other eleven players competed for the final position at time T_2 .

As a result of the YEDPA-like intervention, one of those eleven players might have been marginally better than player P_{10} and would be selected for the last position. As a result of that player's selection, the minimum level of proficiency would be raised slightly. Or, the selection at time T_2 may have been based on new criteria, such as accessibility to the practice field, willingness to perform multiple

duties, eg. water boy, trainer, etc., and so on. The significant point was that new criteria were being applied. Since they were not applicable at time T_1 , they were not addressed by the minimum competency intervention between time T_1 and T_2 and they were only applied to players P_{10} through P_{20} , i.e., the last players considered for positions on the team.

As an alternative, the intent of the program might have been to increase the number of wins over the team's season. In that case, a program that raised the ability of all participants seemed to be much more desirable. Regardless of whether or not the intervention affected each player to the same extent, the criteria applied in selecting the team members at time T_2 would again be raised because all twenty players had increased their abilities. The makeup of the team may have changed somewhat as a result of the intervention but ten players would still be cut from the squad. The likelihood that the team had a successful season would be increased because of the program, however, and its supporters would be satisfied that the resources expended on the program were justified.

Finally, the goal of the program may have been to see to it that all players who tried out for the team were successful from the standpoint of being selected for a position. In that case, the resources expended on the intervention seemed more appropriately spent in efforts to create more positions. That could be done by either setting up another team or increasing the positions available on the team in question. In the former case, some would play on inferior teams made

up of those players who fell below the minimum competency level established at time T_1 . In the latter case, all teams that included some players who would not have been selected at time T_1 would remain competitive although the level of competition would have been decreased due to the inclusion of marginal players on the teams' rosters. In either case, the better players would still be selected first and would be able to choose their teams because their potential for high levels of output were in demand. Everyone who desired a position on a team would, however, be successful in finding one.

This brought up the question of the goal of the YEDPA. If the goal was to be able to say that, given the criteria of employability applied at time T_1 , all youth were employable, without regard for the criteria applied at time T_2 , then the targeting assumption appeared to provide the greatest return for the resources expended. The numbers and percentages of youth employed remained relatively constant but all youth had the potential to be employed if they were making application for a job at time T_1 . If the goal was to increase the output of the youth work force by improving the skills that employers sought in new employees, then targeting appeared to be inappropriate. A general program that increased the skills of all youth would appear to provide the greatest return on the investment of resources. Again, the number and percentages of youth employed would not be significantly affected. Finally, if the intent of the YEDPA was to insure that all youth found employment, it seemed that an effort to increase the number of available jobs was the most appropriate response. Addressing employability skills

alone may have resulted, whether the program was targeted or not, in raising the employment expectations of youth without concomitantly raising the likelihood that those expectations could be satisfied by the private employment sector of the economy. Such a situation seemed destined to lead to disillusionment, resentment and anger.

Second Assumption: Local Control. The second broad assumption influencing the legislative and administrative structure of the YEDPA stated that participant control was crucial to the success of those efforts. That assumption had minimal impact on the schools prior to the YEDPA but, if that act was any indication of future trends, it appeared likely that school personnel should be prepared for increased requirements to obtain participant approval of programs supported by Federal dollars.

While, once again, the concepts involved in this assumption appeared clear, there were, in fact, at least three ways of looking at it. On the surface, the assumption implied that YEDPA participants were best able to determine their own needs and to identify the appropriate means to meet those needs. However obvious this truism appeared, it required further consideration before it could become the basis for program implementation and structuring. With respect to youth employment, two initial concerns arose. First, in order for the assumption to be valid, the program's participants had to share the same goals as the initiators of the YEDPA. Second, the participants had to have sufficient knowledge of the employment arena to be able to determine the most appropriate means to attain those shared goals.

Taking the first concern, it had to be shown, with respect to the YEDPA, that the target population shared the belief that full employment was a worthwhile goal. There seemed to be some basis for at least questioning the degree to which employability was a shared goal. If the establishment of a so-called welfare mentality amongst the structurally unemployed youth were, for the moment, assumed, it seemed likely that there was some lack of congruence between the goals of the target population and the goals of the act. The question of the existence of a welfare mentality aside, it still was possible that the majority of youth for whom the program was intended would, if given the choice, prefer to remain unemployed. (This was not meant as an indictment of those youth but as a recognition of the possible effects of the present welfare system. This was not, however, the time or place to delve into the pervasive effects of life in America's inner cities.)

Another consideration was whether or not the youth for whom the legislation was targeted could, even if they shared the goals of full employment, identify the most appropriate program components for attaining that goal. Given the fact that the YEDPA was a multi-billion dollar effort on the part of the Federal government to identify approaches that attained that end, it appeared that no one was certain of the best approach to take. While it was possible that such youth had analyzed the employment arena more carefully because of their failure to achieve success in that arena, to base a program on that possibility seemed risky at best. To take an example from another field, such an approach might be considered similar to expecting illiterates to identify

the best methods to teach reading because they had experienced the most problems in that area.

This sense of the assumption was rejected. There was scant evidence that those who needed the most assistance shared the goals of the program and were able to identify the best way to achieve those goals. It therefore seemed that other senses of the assumption had to be sought. A second possibility was that participant control had to be provided for or the program's target population would not choose to become a part of the program. The implications of this possibility had to be carefully considered, however, before it could be allowed to stand as the rationale behind the basic assumption being analyzed.

If program participants were so alienated by their past exposure to governmental programs that they would not participate in them unless they exercised some control, then control had to be provided. But what constituted control? With respect to the YEDPA, control was effectively limited to the exercise, by members of the prime sponsors' Youth Councils, of a veto over specific proposals made by the schools or other program sponsors. The basic content of those proposals, their format, goals, participant definitions and so on were all mandated by legislative and administrative guidelines. Program control, then, became the ability to choose between rubber-stamping all proposals or rejecting some for reasons that were not basic to the intent of the legislation. (This assumed that all proposals reflected a good-faith effort to provide assistance to unemployed youth.) If the requirement that participants have control over programs was genuine, then the control provided had

to be genuine. It seemed that the veto allowed by the present YEDPA legislation was likely to be as repugnant to potential participants as no control at all. Some may even have resented the attempt to, in their eyes, provide the illusion of control where none really existed.

The above considerations aside, this possible interpretation of the assumption that participants had to control the YEDPA was questionable on the same grounds as the first interpretation discussed. Giving complete control over the program to the target group may have been the only way to obtain full participation, but if the target group did not share the premises of the program's sponsors, the ultimate effect was to turn the program into something quite different from what was intended. And, even if the goals were shared by participant and sponsor, unless the participants had enough knowledge to choose successfully among the many alternatives available, they would control the program while seeing it fall far short of their expectations for it. Neither situation was considered healthy.

A final possibility was that the assumption of the necessity to provide program control to the participants was not made with the intent of improving the YEDPA's success rate or its acceptability to the target group. Rather, the assumption may have been made to provide an escape clause for those who proposed the legislation and who implemented the program. By providing for participant control, the onus of guaranteeing success was displaced, in this interpretation, from the legislators and administrators to the target group. If the program failed, it was because the decisions made by the participants were

faulty. The program itself was designed and implemented to insure success. There was no way, however, to foresee that the exercise of local control, a necessary component according to the program's assumptions, might block the attainment of the program's goals. Such would be the argument available to the sponsors if they were asked to explain a lack of positive results when the program was evaluated. And, if the program happened to be a success, there would be no explanation required and the rewards would be readily available for all concerned.

While this possibility may have had a certain appeal to those who assumed that the government did not really intend to help the people or who felt that the bureaucracy tended to place its continued existence above all other considerations, there was little in the program itself to support such an interpretation of the assumption. As was already pointed out, the degree of control afforded to the participants was limited. It would be difficult to maintain the position that the YEDPA's failure, if indeed it did fail, was due to the exercise of local control. Besides which, there was scant evidence that sanctions of any kind would be imposed on the sponsors of a social program that failed to achieve its intent. The motivation for building such an escape clause into the legislation appeared, therefore, to be minimal. In the end, there seemed to be no sense in which the assumption that program control must be provided for the participants was relevant and necessary to the success of youth employment programs. This was especially true given the form in which the assumption was cast when translated into law by the Congress.

Summary. It appeared, therefore, that two of the general assumptions supporting the YEDPA were difficult to reconcile with the stated goals of the youth employment legislation. The various senses in which the assumptions were considered presented rational difficulties when applied to the specifics of the legislation. It was therefore concluded that the assumptions had been inappropriately applied in the development of the YEDPA. It appeared that the assumptions on which the YEDPA was based were highly unlikely to lead to an integrated program that would effectively alleviate the problems of youth unemployment. In fact, it seemed possible that an effort to satisfy all of the assumptions identified would lead to a program that was counterproductive and that would have to sacrifice the attainment of several goals in order to achieve any specific goal.

Chapter 8

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

In 1977, the Youth Employment and Demonstration Projects Act (YEDPA) became law and thereby amended the Comprehensive Employment and Training Act (CETA) to include programs specifically targeted to assist disadvantaged youth in achieving full employment. The YEDPA reflected the belief, held by many of its sponsors, that the schools had failed to properly prepare those youth for entry into the labor force. One of the several sub-parts of the YEDPA, the Youth Employment and Training Programs (YETP), was intended to force the schools into a close relationship with prime sponsors, the local interface between the Department of Labor and deliverers of employment services in their communities. The YETP, to that end, required that 22% of the monies available to a prime sponsor for programs funded under its auspices be used to provide employment services to in-school youth. Those services were to be provided pursuant to an agreement between the prime sponsor and the Local Education Agency that detailed how the funds were to be expended and that established measureable goals for the program. This seemed to represent a comparatively new approach to the funding of vocational and training programs in the schools, especially since the Department of Labor placed a heavy emphasis on institutional change goals in the administration of in-school programs under the YEDPA. Since the schools were the institution that the Department of Labor felt needed to change, it seemed that an effort should be made to determine the possible impacts of the YETP

on the schools. This study makes such an effort.

Summary and Conclusions

Six research questions that related to the study of the YETP component of the YEDPA were identified. In addition, an overall question that the study of the YETP was intended to answer was posed. The conclusions relative to the research questions were addressed first.

The Research Questions. The research questions were:

1. What assumptions formed the basis of the YEDPA legislation and, therefore, underlay the programs being studied?
2. What interfaces between the CETA prime sponsor and the LEAs were implied by legislative and/or administrative action with respect to the YETP?
3. What program components made up a typical YETP proposal submitted by CETA prime sponsors?
4. What problems would apparently have the greatest impact on the school systems as YETP programs were implemented upon completion of the demonstration period?
5. Were the assumptions upon which the Congress based the YEDPA legislation conceptually valid?
6. What conclusions could be drawn about the YETP as a program intended to improve the employability of disadvantaged youth in the United States?

Historical methodology was applied in an effort to answer the

first question. A review of the record of Congressional debate and Committee testimony revealed that two general assumptions about the appropriate characteristics of Federal social interventions were applied to the YEDPA. It was also seen that five specific assumptions about the causes of and remedies for youth unemployment shaped the Congressional response to the problem. It was concluded that several components and requirements were included in the legislation and implemented by the administrative regulations that directly reflected the specific and general assumptions. From this it was concluded that those assumptions did, indeed, underlay the YETP.

The legislative and administrative requirements of the YETP were identified through the application of historical methodology. The focus of this effort was on the legislation enacted by the Congress and on the regulations enacted by the Department of Labor. The requirements of the YETP were seen to address the type and content of the programs authorized, the allocation of funds, the characteristics of the youth served, the program controls and the discretionary powers of the Secretary of Labor. It was concluded that, as administratively stated, the requirements were specific enough that the LEA/prime sponsor interfaces could be detailed.

The major interface was seen to be the LEA/prime sponsor agreement that had to be concluded and signed within sixty days of the submission of a YETP proposal. In addition, the in-school programs had to be approved by the prime sponsor's Youth Councils before their submission as part of a grant request. Finally, the prime sponsor retained

fiscal control and program evaluation authority and could require the LEAs to provide whatever data was required to support reporting requirements established by the Department of Labor. Those interfaces, in detailed form, were considered to be appropriate for use as initiating events in the development of statements to be used in the further conduct of the study.

The third question addressed was also subjected to historical methodology. The proposals submitted by those prime sponsors included in the Department of Labor's stratified sample of prime sponsors were reviewed. The output of that review was integrated with the content of the Department of Labor's report to the Congress on youth employment initiatives and the content of the proposals submitted by a few additional prime sponsors. The basic components were identified and it was concluded that a composite proposal could be developed to provide potential respondents to the data collection effort with a common reference point.

Dual methodologies were applied to the fourth question. First, the results of the meetings of the National Task Force on Youth Employment Policy were gathered through participant observation. Those results were concluded to form a valid basis for developing the outcomes that were coupled with the initiating events emanating from the historical study of the legislative and administrative requirements of the YETP. When coupled, the initiating events and outcomes formed a series of fifty "If...Then..." statements that were evaluated by local actors through the application of the second methodology, a modified Delphi

study.

The modified Delphi study was conducted to establish whether and to what extent local actors agreed that the outcomes identified by the National Task Force were likely to impact on the schools and what form the impact might take. This portion of the study led to the conclusion that the YETP was potentially damaging to the schools. It was further concluded that YETP funds should be accepted with at least some caution lest the latent and unintended consequences of the program manifest themselves to the detriment of the local schools. Of special concern were the thirteen items judged highly likely to occur and determined to have a potentially negative impact on the schools if they did occur.

It was also concluded that the results of the Delphi study, although not expected to do so, provided valuable insights into the relationship between the schools and the disadvantaged youth the YETP was intended to serve. In general, it seemed that the respondents to the survey did not feel that either structurally unemployed youth or vocational programs in general were central concerns of their systems. It also appeared that the respondents were strongly opposed to the institutional change goals of the YETP, especially if they affected the traditional governance structure of the schools. Finally, the respondents tended to minimize the role of counselors in the schools and the impact of public opinion on their operations.

Question five was addressed using concept analysis techniques. It was concluded that, when addressed individually, the assumptions revealed serious conceptual flaws that tended to reduce their potential

effectiveness as determinants of the legislative response to youth employment problems. Even if the validity of each of the assumptions was assumed, it was shown that the attempt to satisfy all of them in one program could easily be counter-productive. The specific assumptions were often based on vague or imprecise usage of such concepts as 'unemployment', 'youth' and 'job skills'. The general assumptions seemed to be most properly considered options in, rather than bases for, the development of programs at the Federal level. It was concluded that, if the program goals suggested by some of the assumptions were met, the goals associated with other assumptions were logically unattainable.

With respect to the last question, it was concluded that the YETP was an example of a well-intentioned program that, because of flaws in its underlying assumptions, was unlikely to result in significant improvements in youth unemployment. It was also felt that, because of the implications of some of those assumptions, failure of the YETP could lead to conflicts between the Department of Labor, the prime sponsors and the Local Education Agencies over the causes of and the responsibility for such failures.

The Research Process. Throughout the conduct of the study, there was an overriding concern with the effectiveness of the prior analysis process. It was concluded that prior analysis of policy was both possible and profitable when entered into in this fashion. Neither the empirical study nor the conceptual study of the YETP was wholly satisfactory when conducted in isolation. The conceptual analysis could

indicate that potential problems existed and pinpoint their source. It could not show exactly how those problems were manifested in the policy as implemented. On the other hand, the empirical study was able to indicate specific components of the YETP that were likely to prove troublesome and the way in which they could affect the schools. That study could not, however, establish the root causes of the problems that it revealed.

It was concluded that the integration of conceptual analysis techniques and empirical study of the program provided a powerful tool for the policy analysis process. The conceptual analysis entered into could be applied to the assumptions on which a proposed policy was based in order to determine whether or not the policy was a rational solution to a given problem. Once the skeletal outline of the policy and its implementation strategies were identified, an empirical study, utilizing the Delphi or some other projective technique, could establish the specific problems most likely to occur if the assumptions were allowed to stand. Combining the outputs of the two efforts could permit policy-makers to decide whether or not the negative impacts were sufficiently detrimental to force adjustments of the overall policy.

Recommendations

It was felt that recommendations could be made with respect to the YETP itself as well as to the process employed in the study. Thus, it was recommended that: 1) the school systems take the lead in pointing out the existence of problems in the implementation of the YETP; 2) the

school systems resist the tendency to look on the YETP as a source of funds that could be used without risk; and 3) the results of this study become the basis for further efforts to establish the effects of the YETP on the schools and their students so that the estimates of the respondents as to the likelihood and impact of the various outcomes could be verified. Second, since the approach taken seemed to have significant advantages over ex post factor evaluation of policy initiatives, it was recommended that integrated policy analysis begin at the earliest possible point in the formulation of public policy, i.e., as soon as the underlying assumptions on which a particular policy was to be based could be identified. Implementation of that recommendation could not guarantee that every policy would be totally successful but it could certainly minimize the possibility that any given policy would be a total failure.

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²Youth Employment and Demonstration Projects Act #325(a), 91 Stat. 627 (1977).

³Youth Employment and Demonstration Projects Act #331, 91 Stat. 627 (1977)

⁴The agreements had to be in writing and could be either financial or non-financial. The distinction was based on whether or not the prime sponsor provided money to the Local Education Agency. In all cases, the prime sponsor supported the youth participating in the program.

⁵Youth Employment and Demonstration Projects Act #343(d), 91 Stat. 627 (1977).

⁶Statement by Ms. Janet Rosenberg of the Department of Labor's Office of Youth Programs in a telephone interview, Washington, D.C., February 2, 1978.

⁷Senate Report 95-173, 95th Cong., 1st Sess., May 16, 1977, p. 10.

⁸Ibid., p. 12.

⁹House Report 95-314, 95th Cong., 1st Sess., May 13, 1977, p. 58.

¹⁰R. Anderson and R.D. Rozansky, The Impact of CETA on Institutional Vocational Education (Washington: National League of Cities and U.S. Conference of Mayors, 1977), p. 4.

¹¹Diane Kamino and Nat Sample, Congressional staffers, in telephone interviews, Washington, D.C., February 6, 1978 and February 16, 1978, respectively.

¹²House Report 95-314, 95th Cong., 1st Sess., May 13, 1977, p. 63.

¹³Statement by Ms. Etta Williams of the Department of Labor's Office of Youth Programs in a telephone interview, Washington, D.C. February 16, 1978. See also, R. A. Pucinski and S. P. Hirsch, eds., The Courage to Change: New Directions in Career Education (Englewood Cliffs: Prentice Hall, 1971). Particularly Gant Venn's Article in

which it is stated that three goals of public education should be: 1) imparting basic skills of reading, writing and math; 2) placing students in jobs; and 3) assuming responsibility for employability and answering to students, pupils and employers.

Chapter 2

¹This requirement of the Delphi is one of the basic assumptions on which the technique is based. See Murray Turoff, "The Design of a Policy Delphi," Technological Forecasting and Social Change, 2nd ed., (New York: American Elsevier Publishing, 1970) or Timothy W. Weaver, "The Delphi Forecasting Method," Foundations of Futurology in Education, (Palm Springs: ETC Publications, 1973).

²Ibid., and James Pallante, "The Delphi Technique in Forecasting and Goal Setting," NASSP Bulletin, 60 (March, 1976), pp. 86-89.

Chapter 3

¹The term 'structurally unemployed' has, in recent years, replaced 'hard-core unemployed'. Basically, it refers to individuals who are unlikely to find employment because of conditions in their background that make them undesirable members of the labor force. They are usually the last hired in boom times and the first fired when the economy turns around.

²Senate Print, Compilation of Selected Federal Laws Relating to Employment and Training, (Washington: Government Printing Office, August, 1977) p. 1.

³B. Guttman and R. Praeger, The Comprehensive Employment and Training Act of 1973, As Amended, A Brief Summary, (Congressional Research Service, Library of Congress, August 5, 1977) p. CRS-3.

⁴Ibid., p. CRS-8.

⁵Ibid., p. CRS-10.

⁶This and following funding levels were taken from computer data provided by: U. S. Department of Labor, Employment and Training Administration, Office of Administration and Management, "FY 1978 Youth Data," (Washington: Computer Printout, April 5, 1978).

⁷S. 1977, 95th Cong., 1st Sess., 124 Cong. Red. S12554.

⁸Ibid., S12557.

⁹House Report 95-314, 95th Cong., 1st Sess., May 13, 1977, pp. 302-444 and 500-526.

¹⁰Youth Employment and Demonstration Projects Act, Part C, 91 Stat. 627 (1977).

¹¹S. 1977, 95th Cong., 1st Sess., 124 Cong. Rec. S12558.

¹²Ibid., S12554.

¹³Youth Employment and Demonstration Projects Act #341, 91 Stat. 627 (1977).

¹⁴Youth Employment and Demonstration Projects Act #342(a), 91 Stat. 627 (1977).

¹⁵Youth Employment and Demonstration Projects Act #343(b), 91 Stat. 627 (1977).

¹⁶Youth Employment and Demonstration Projects Act #343(b), 91 Stat. 627 (1977).

¹⁷Youth Employment and Demonstration Projects Act #343(d), 91 Stat. 627 (1977).

¹⁸Youth Employment and Demonstration Projects Act #346(a), 91 Stat. 627 (1977).

¹⁹Youth Employment and Demonstration Projects Act #346(c), 91 Stat. 627 (1977).

²⁰Youth Employment and Demonstration Projects Act #354(a), 91 Stat. 627 (1977).

²¹Youth Employment and Demonstration Projects Act #348 and 302, 91 Stat. 627 (1977).

²²U. S. Department of Labor, Employment and Training Administration, Office of Youth Programs, A Planning Charter for the Youth Employment and Demonstration Projects Act of 1977, (Mimeographed, 1977) pp. 5-9.

²³U. S. Department of Labor, Office of the Secretary, "Young Adult Programs Under the Comprehensive Employment and Training Act," (Federal Register, Vol. 42, no. 80, 1977) Para. 97.701.

²⁴Ibid., Para. 97.705.

²⁵Ibid., Para. 97.715.

²⁶Ibid., Para. 97.717.

²⁷Ibid., Para. 97.717.

Chapter 4

¹The report, U. S. Department of Labor, Employment and Training Administration, Office of Youth Programs, Youth Initiatives: Report to the Congress, (Mimeographed) 1977, is not generally available. I am indebted to Lynn Preston for her assistance in securing a copy for the author's use.

²U. S. Department of Labor, Employment and Training Administration, Office of Youth Programs, The Job Corps: A Cornerstone of Youth Employment and Training Efforts, (Mimeographed, 1977) p. 3.

³ , Considerations and Elements for CETA/LEA Agreements, (Mimeographed, 1977) p. 11.

⁴Ibid., p. 4.

⁵Ibid., p. 6.

⁶Ibid., p. 7-8.

Chapter 6

¹The most comprehensive treatment of Federal change initiatives in the school's is the Rand Corporation's multi-volume report, Federal Programs Supporting Educational Change, (Santa Monica: Rand Corporation, 1975-77). Of particular interest is the discussion of exemplary programs funded under Part D of the Vocational Education Act in Volume III, Appendix D of the report. The authors made two significant points. First, it appeared that the programs were the most successful where they were least needed. Second, when the case studies of urban projects were reviewed, it appeared that many of the problems uncovered by the Rand study were similar to problems revealed by the analysis of the Delphi data, eg., reluctance to change the status quo, lack of commitment to vocational programs, late start-up due to funding/planning delays, and so on.

²There was no clear dividing line between external governance and school level outcomes. In general, an effort was made to place outcomes in one or the other category on the basis of whether it appeared that the

school-level administrators would be able to make the decision to implement the outcome or if the decision would have to come from a source that could impose its will on the schools.

Chapter 7

¹U. S. Department of Labor, The Anvil and The Plow: A History of the United States Department of Labor, (Washington: Government Printing Office, 1963) and Dave M. O'Neill, The Federal Government and Manpower, (Washington: American Enterprise Institute for Public Policy Research, 1973) provide good general accounts of the Federal involvement in this area.

²House Hearing, 95th Cong., 1st Sess., April 19, 21, 27 and 28, 1977, p. 146.

³Peter H. Rossi and Walter Williams, eds., Evaluating Social Programs: Theory, Practice and Politics, (New York: Seminar Press, 1972), Chapter 9 provides a good introduction to cost-benefit techniques applied to manpower programs.

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Appendix A

SURVEY PACKAGE

As viewed by the Congress, youth employment has become a major problem in the U.S. As a result, and as you are undoubtedly aware, Congress has established a number of youth programs under the title of the Youth Employment and Demonstration Projects Act (YEDPA).

The probable consequences of that Act are anything but clear. Certainly with significant, perhaps massive, funds flowing to these programs through the Department of Labor, local schools will find that at least some adjustments and very probably major changes will be required if the programs are to be fully funded and implemented.

As I explained when we spoke on the telephone a short time ago, it is the intention of this study to ascertain the consequences that you and other leaders of the local school systems across the nation forecast as flowing from this program. The outcomes of the study will be delivered to those in government as well as to major interest groups in Washington in an attempt to get local judgement directly into the decision process before full implementation.

The questions you will be responding to are drawn from several favored pilot projects and therefore are a likely part of future Federal programs. Your views and reactions to the questions are critical as a means of assessing the likelihood and impact of these programs.

Your thoughtful response to the questions will be most helpful to our report and is certainly most appreciated.

Sincerely,

Llewellyn Carusso

DIRECTIONS FOR THE COMPLETION OF THE
YOUTH EMPLOYMENT POLICY OUTCOMES SURVEY

Included in this packet are three items:

1. Summary of Legislative and Administrative Requirements
2. Composite Prime Sponsors' Youth Employment and Training Programs (YETP) Proposals
3. Survey Instrument

The first of these, the Summary of Legislative and Administrative Requirements, is provided for your information. It is NOT considered essential that you read the summary in order to respond to the survey. Rather, the summary has been provided for your information and for you to review, as necessary.

The second item, the Composite Prime Sponsors' Youth Employment and Training Programs Proposal, is essential to the completion of the survey. The first step in responding is to carefully read the composite proposal which is based on a review of the YETP submissions of prime sponsors across the nation. Since this composite proposal, coupled with the legislative and administrative requirements of the program, forms the basis for the first part of each of the fifty response items, it is necessary that you have a general knowledge of its content before responding to the items.

The second step in responding is to turn to the survey instrument itself. Complete the cover page and then read the definitions of the response categories found on the next page. When you feel that you are familiar with the definitions and can apply them, you are ready to go on to the next step.

The third step involves two decisions on your part. Each item contains two parts, an "If..." statement and a "Then..." statement. The first part of the item, the "If..." statement is drawn from the composite proposal and knowledge of the Department of Labor's approach to youth employment problems. You are to assume that the event described in this statement has already taken place. With that assumption in mind, determine your best estimate of the likelihood that the second part, the "Then..." statement will follow. Having established your estimate of the likelihood of the "Then..." statement occurring, estimate the impact it would have on your schools if it should come about, regardless of the likelihood you assigned to that event.

As you move through the survey, treat each item independently. Do not attempt to rank order several similar events from most to least likely or from greatest to least impact. Take each item by itself and apply all your knowledge and experience to arrive at your estimates of likelihood and impact.

When you have decided how you rate the item, look at the figures located in the margin alongside the likelihood and impact columns. These numbers represent the mean response from the first iteration of this study. By comparing the mean and the most numerous response(s), which are indicated by carets under the response categories, you will be able to tell whether or not your response is typical. In general, if your response is + 1.5 from the mean, it may be considered typical. If your response falls outside of that range on a given item, indicate, in the comments section on the last page of the survey, the unique local conditions which you feel account for the atypical situation you have reflected in your response. This will permit respondents on subsequent iterations to add your knowledge to theirs as they make their responses.

The final step in the completion of the survey is to place the survey form in the envelope provided and post it. If you have any questions, please feel free to contact me by phone at _____ or by mail at:

Lowell Yarusso

SUMMARY OF THE YEDPA LEGISLATION

Though many educators are familiar with the existence of the Youth employment and Demonstration Projects Act (YEDPA) which, in August of 1977, amended the Comprehensive Employment and Training Act (CETA), others are unfamiliar with either the intent or the possible consequences of that legislation. In addition, many educators, though closely involved with YEDPA programs in their schools, are not well versed in the legislative requirements which led the local prime sponsors to seek involvement in what has, traditionally, been an area of concern for the Department of Labor and not of the schools. As a consequence, the following brief summary of the legislation and administrative guidelines is provided as a starting point for the respondent taking part in this study.

In attempting to understand any Federal program, two sources must be consulted, the legislation as passed by the Congress, and the Administrative Regulations under which the legislation is implemented by the responsible agency. In the case of the Youth Employment and Training Programs (YETP) of YEDPA, the legislation is intended to establish "...programs designed to make significant long-term impact on the structural unemployment problems of youth,...to enhance the job prospects and career opportunities of young persons,...(and) to enable participants to secure suitable and appropriate employment in the public and private sectors of the economy." (Public Law 95-93, Sec. 341) The Act also states that the "training and employment opportunities" afforded youth under this sub-part of the YEDPA should be so structured that "the job prospects and career opportunities of youths served" will be, to the largest extent possible, improved as a result of their participation. The goal of the YETP, then, appears to be the establishment of programs which are specifically aimed at providing youth with the employment and training/education experiences necessary to give them an improved opportunity to find and hold meaningful jobs.

Among the types of programs which the Secretary of Labor is authorized to provide subsidies for are: 1) employment experience in community betterment projects; 2) employment and work experience in education, health care, transportation services, crime prevention and control, environmental projects, maintenance of historic sites and visitor facilities, and so on; 3) training and services to support the other purposes of the sub-part. The training and support services identified in the legislation as falling within the meaning of this sub-part range from counseling services through literacy and bilingual training to child care and transportation assistance. Thus,

it appears that, within the letter of the law, a broad range of activities are authorized under the YETP. Since, in all cases, the list of eligible activities is meant as a set of guidelines and not as a definitive statement of all the services and programs which could be provided, the scope of the YETP becomes, in effect, virtually anything that a prime sponsor considers meaningful and/or desirable.

Finally, while not directly a part of the YETP, the Act contains a provision which requires that any elementary or secondary teaching position created or filled through this Act must be filled using a process which gives priority consideration to any unemployed person who has previous teaching experience and is licensed to teach in the state in which the program is to be conducted. In fact, this provision applies to any program funded through the Comprehensive Employment and Training Act as amended.

It remains to be seen how the Department of Labor has structured the effort to implement the act through administrative regulations and program guidelines. In clarifying the intent of the YETP, the Department of Labor states that "It is not the purpose of this program to provide make-work activities but rather to provide...youth with opportunities to learn and earn..." (Federal Register, Sept. 16, 1977, Para. 97.701) The regulations go on to state that an emphasis on cooperation between CETA, local education agencies, State Employment Security Agencies, Community Based Organizations (CBOs) and other components of the community must be sought.

In dealing with specifics, the administrative regulations state that, for out-of-school youth, "Programs may include any type of employment and training activity authorized under Title I, (Comprehensive Manpower Services) of the Act, except public service employment." (Federal Register, Sept. 16m,

1977, Para 97.714) In-school programs are limited to transition services and career employment services. Work experiences for in-school youth are geared to such areas as janitorial assistant, food service helper, library aide, and the like. This is primarily because of the requirement that in-school youth be supervised by school personnel, making it difficult to place youth in positions other than those found in the schools.

Finally, it is the intent of the Department of Labor to apply the experience and information gained through operation of the YETP to the development of future programs. Thus, it can be seen that the Department of Labor, while seeking to carry out the intent of the legislation, has added several components. While not necessarily at odds with the intent of the Congress, the Department's interpretation could prove to be of much greater import to the local school districts in their interactions with the local Prime Sponsors.

COMPOSITE PROPOSAL

Based on the review of YETP proposals submitted by the Prime Sponsors included in the Department of Labor's stratified sample of Prime Sponsor areas and other YETP submissions, the following composite YETP In-school proposal has been developed. The intent was to reflect the general themes which appear to cut across all submission reviewed or, in some cases, to reflect the Department of Labor's attitudes as expressed in the report to the Congress titled Youth Initiatives, distributed by the Department of Labor. No claim is made that all of the specific factors will be included in any or all of the model programs which the Department of Labor will ultimately identify as candidates for replication on a large scale. It is felt, however, that all the components of the composite proposal are candidates for inclusion in model programs at this time. The proposal is not intended to be a complete submission as would be forwarded by the Prime Sponsor to the Department of Labor. Rather, a brief description of the content of the various components of a proposal was developed to provide an overview of the YETP as it may well be implemented on a large scale.

PARTICIPANTS

The in-school counselor will identify students who are likely to drop-out of school during their Junior and/or Senior years. Such identification will take place as early in a student's career as possible. The identification criteria will include SES level, academic records and minority group membership. All potential participants must be unemployed or underemployed and demonstrably lacking in employability skills.

WORK EXPERIENCE

Participants will be provided with work experiences in areas of employment available within the school. Such jobs as teacher's aide, library aide, maintenance assistant and clerk/typist will be established. Counselors will place students in a particular job and certify that the position selected meets the career and educational goals of the student. Supervision of the students will be provided by faculty members who will be responsible for certifying that each participant has completed the required number of hours of work each week. Supervisors will also be responsible for providing the student participants with meaningful work experiences while they are enrolled in the YETP.

INSTITUTIONAL CHANGE

The school system will alter the nature of the basic vocational education programs offered to provide students with experiences directly related to the YETP jobs provided within the school. The CETA counselor who will be assigned to the school will provide students with job information and the school-based counselors will be provided with weekly printouts of the State Employment Security Agency's computerized job data bank. Those printouts will be made available to all program participants. Non-participants who request access to the printouts may be granted such access.

School-based counselors will develop and present a program to improve participants' job search skills and to teach participants the proper conduct of an initial job interview. The school's English and Math Department's will develop programs specifically designed to provide participants with the minimum competencies required to successfully compete for the jobs for which they are being trained. An effort will be made to incorporate job skill/employability enhancement goals in all areas of the school's curriculum. Provision will be made to recruit and accept into the school former students who, having dropped out in the recent past, declare themselves to be ready to return to school as YETP participants.

ACADEMIC CREDIT

The local school district will certify the type and amount of credit to be derived from the work experiences of the YETP students. The emphasis will be on certifying the attainment of competencies through non-traditional means, especially in the areas of Math, Language Arts and Reading. Minimum levels of credit will be established for completion of the work experience and students will have the option of taking a test to determine whether or not higher levels have been attained.

AGREEMENT BETWEEN THE PRIME SPONSOR AND THE LOCAL SCHOOL DISTRICT

As part of the basic agreement between the Prime Sponsor and the Local School District, the district will certify that completion of the work experiences provided under the YETP will prepare students for successful entry into the private sector employment market. The district will agree to obtain certification from school-based counselors of the eligibility of potential participants and of the applicability of each student's work experiences to that student's career and educational goals. The district

will agree to provide the Prime Sponsor with attendance and grade reports of all participants on a monthly basis and will provide such other program data as will be required from time to time to assess the degree to which the program is attaining its stated goals. The district will agree to refund that proportion of its YETP funds which reflect the degree of shortfall from stated goals of the program. The Prime Sponsor will provide student salaries, that proportion of school-based counselors salaries equal to the additional work-load generated by the YETP programs, supervisory salaries for faculty assigned such duties and other funding as may from time to time be required for program maintenance and evaluation. The district and the Prime Sponsor will agree to review program accomplishments as quarterly intervals with the purpose of adjusting program goals to reflect unforeseen circumstances which affect the attainment of such goals. Conflicts between the district and the Prime Sponsor will be referred to the Youth Council for adjudication. No part of this program will become effective until it has been reviewed and accepted by the Youth Council established by the Prime Sponsor in accordance with the provisions of the Youth Employment and Demonstration Projects Act and the Department of Labor's Administrative Regulations governing the implementation of the YETP.

	YIP INPUT			YIP OUTPUT									
1. If the institutional change goals recommended by the Department of Labor are implemented, then the school will emphasize the needs of disadvantaged youth to the exclusion of the rest of the school population.	1.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
2. If the agreements with local districts are implemented as proposed, then the school system will have to hire additional clerical help to handle the YIP workload.	2.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
3. If the participant goals are successful, then the schools' financial situation will improve because of increased enrollments resulting when former drop-outs return to school.	3.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
4. If the guidelines for selecting potential YIP youth participants are implemented, then the students selected will be considered likely academic failures by virtue of their qualifying for program participation and will find success more difficult to achieve.	4.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
5. If the requirements to provide supervision of YIP participants are implemented, then faculty members will become more concerned with the needs of disadvantaged youth and those youth will achieve greater success as a result.	5.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
6. If the institutional change program outlined is implemented, then the school's curriculum will suffer because of the requirement to have course offerings on minimum occupational standards.	6.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
7. If the requirement to certify programs as being educationally and occupationally valuable to each individual participant is implemented, then school-based counselors will be better able to help non-participants because counselors will become more familiar with and proficient in the area of academic counseling.	7.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
8. If the YIP is implemented as described, then the image of the local schools in the community will be lowered because of the emphasis on vocational training.	8.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
9. If the participant standards are implemented, then the return of former drop-outs will increase because of the school's emphasis on vocational training.	9.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
10. If the requirements to provide job search information are implemented, then students will be encouraged to drop out of the program and school to seek jobs which they otherwise would not have known about and for which they are qualified.	10.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
11. If the requirement that the school certify that work experience is related to the career goals of the YIP participants is implemented, then the schools will be evaluated on the basis of the percentage of students who find employment in positions which are related to their YIP work experience when they terminate their participation in the program.	11.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
12. If school-based counselors are required to identify potential participants and to work directly with the students so identified to develop individual educational and occupational programs, then the school-based counselors will be unable to provide adequate services to the remainder of the students because of the heavy increase in their workloads.	12.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
13. If the work experience component of the program is implemented, then students will consider their school experience to be significantly less valuable to them.	13.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
14. If YIP funds are used to hire counselors specifically designated to work with the YIP participants, then the school-based counselors will receive the comparatively light workloads of the YIP counselors.	14.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
15. If academic credit is granted for the work experience component of the YIP, then the education provided to program participants will be of significantly reduced quality.	15.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
16. If the YIP is implemented on a national scale, then there will be an effort to establish national standards for the granting of academic credit for work experience.	16.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
17. If school systems are forced to grant academic credit for work experience, then they will attempt to do so in such a way that the credit does not substitute for basic or core courses which are presently required as prerequisites in graduation.	17.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)

	[11] through			[15] through									
18. If the participant guidelines are applied in the selection of participants, then many youth will not want to participate because they will not wish to confirm their families' low socio-economic status.	18	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
19. If the academic credit component of the YEP is implemented, then secondary schools will lose students to higher education, especially Junior and Community Colleges, which have greater flexibility in the granting of credit for non-traditional experiences.	19	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
20. If the guidelines for agreements with local districts are implemented, then the Department of Labor's local prime sponsors will emulate the local Board of Education and Superintendent. In making many of the decisions affecting the schools, especially in the area of vocational education.	20	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
21. If the targeting features of the program are implemented, then the State Board of Education will have to exercise more direct control over local programs to insure uniformity of opportunity across the state in the area of career education.	21	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
22. If the congressional mandate to take steps that will eliminate duplication in the state's efforts to fund community based organizations is implemented, then there will be a reduction in the vocational programs offered through the local schools as the prime sponsor identifies other agencies which appear to be better able to provide those programs.	22	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
23. If the administrative requirement that all programs be approved by the CETA/YEDPA Youth Council established by the local prime sponsor is implemented, then significant decision making power will be taken from the schools, and placed in the hands of the Youth Council.	23	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
24. If funding of the YEP continues to be based on a formula which reflects local unemployment and income level statistics, then the schools will find it difficult to exercise prior planning as to the scope and nature of the YEP program from year to year.	24	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
25. If the granting of academic credit for work experience is implemented, then there will be an adverse affect on the ability of program participants with sufficient credit to qualify for graduation to pass competency examinations if and where they are a prerequisite for a diploma.	25	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
26. If school-based counselors are supervised by the prime sponsor when they are dealing with YEP programs, then the prime sponsor will acquire control over the workloads and assignments of the counselors.	26	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
27. If the work of the school based counselors becomes primarily related to employment and job-skill training, then the counselors will be removed from the schools, and relocated with the State Employment Services Agency or similar organization.	27	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
28. If academic credit for work experience is not applied to basic or core graduation requirements, then the participants in the YEP will become alienated in their attitudes towards the schools.	28	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
29. If the evaluation of the YEP indicates that students do not find that their YEP activities were consistent with their occupational and educational goals, then the local school district and/or school based counselors will be held at fault because of their certification that those goals would be met.	29	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
30. If the YEP is fully funded and counselors with special skills are required to satisfy the program requirements, then the local district and the local schools will find it difficult to identify and hire persons who are qualified to fill the jobs specified by the program.	30	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
31. If "model" programs are identified and included as minimum program components, then the local schools will be seriously hampered in their ability to adapt to local needs, conditions, problems, etc.	31	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
32. If programs must be acceptable to youth in order to be funded, then the programs will tend to ignore the long term needs of the students in order to appear attractive to youth because of short-term or immediate rewards available to participants.	32	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)

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33. If school-based counselors are required to provide a specific range of career counseling and job placement services in YEP activities, then the counselors will tend to provide participants with those activities on the grounds that the participants are not candidates for other career opportunities.	33.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
34. If school-based counselors are required to obtain training and/or retraining in the area of career and job search counseling to meet program requirements, then the schools will experience financial problems which will affect the upgrading of other professional employees.	34.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
35. If counselors are uniquely identified as CITA/VEDPA counselors, then the schools will experience financial problems. If federal funding is withdrawn from those positions.	35.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
36. If YEP counselors are required to place their emphasis on education toward employability in their professional preparation and interactions with students, then a separate counseling system will be developed which does not have the flexibility to meet the changing needs of students.	36.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
37. If the YEP counselors develop a separate counseling system, then the removal of the employment counseling function from the schools will appear to be a viable alternative.	37.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
38. If target groups are identified and programs developed to deal with a comparatively narrow range of needs related to the target groups, then counselors will tend to specialize in terms of the groups and services they are willing and able to deal with.	38.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
39. If programs are instituted with the intent of redirecting the effort of the schools to more directly address the needs of YEP participants, then the schools will be geared to the poorest rather than the average or best students' levels of ability.	39.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
40. If the YEP program are considered to be successful, then the image of the schools will be improved because they will be seen as the main factor in that success.	40.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
41. If the YEP is implemented using cost-benefit/cost-effectiveness criteria, then the schools will be asked to apply those same criteria in other program areas.	41.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
42. If the institutional change components are implemented with an emphasis on eliminating duplication of services, then the role of the schools will be redefined and some functions of the schools will be handed over to other agencies.	42.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
43. If the YEP is implemented through the Department of Labor, then school personnel will concentrate their efforts on meeting the legal and administrative requirements of the program at the expense of meeting the needs of the youth served.	43.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
44. If personnel hired by other agencies are required to work in the schools (CITA employment counselors), then there will be a tendency to set up a dual personnel system with separate hiring, retention, salary, benefits, etc. standards for individuals who are doing essentially the same work.	44.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
45. If the emphasis is placed on the attainment of diplomas through non-traditional means, then employers will reduce their reliance on diplomas as a guide in employment decisions.	45.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
46. If confusion arises as to the acceptability of various non-traditional certificates of high school completion, then the schools will identify the type of program for which each student's diploma stands.	46.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
47. If the YEP program utilizes the school's facilities for after-hours classes or other purposes, then the schools will experience increased demands from other groups to use those facilities when classes are not in session.	47.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)
48. If the YEP is fully implemented using the present federal budgetary and fiscal cycle, then schools will have problems in planning for programs which are not funded until immediately before or after the start of the school year.	48.	(1)	(2)	(3)	(4)	(5)	(6)	(1)	(2)	(3)	(4)	(5)	(6)

49. If students from the target population are not immediately hired upon completion of the program, then the schools will be accused of having placed them at a disadvantage by identifying them as structurally unemployed when they were placed in the YIP.

49. (1) (2) (3) (4) (5) (6) (1) (2) (3) (4) (5) (6)

50. If the YIP is implemented and the YIPFA requirements that unemployed but certified personnel must be hired to fill YIP positions, then the school will find it more difficult to remove incompetent personnel from their positions.

50. (1) (2) (3) (4) (5) (6) (1) (2) (3) (4) (5) (6)

COMMENTS

Appendix B
MEMBERSHIP OF THE NATIONAL TASK FORCE ON
YOUTH EMPLOYMENT POLICY

The following organizations were represented on the National Task Force on Youth Employment Policy:

American Association of Community and Junior Colleges

American Association of School Administrators

American Federation of Teachers

American Personnel and Guidance Association

Council of Chief State School Officers

Council of Great City Schools

Department of Health, Education and Welfare

Institute of Educational Leadership

National Association of Elementary School Principals

National Association of Secondary School Principals

National Association of State Boards of Education

National Governor's Association

and United States Office of Education.

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IMPLICATIONS OF THE YOUTH EMPLOYMENT AND DEMONSTRATION PROJECTS
ACT, PL 95-93: AN APPLICATION OF POLICY ANALYSIS TECHNIQUES

by

Lowell Yarusso

ABSTRACT

The purpose of this study was to determine whether or not empirical analysis of policy questions could be profitably integrated with formal conceptual analysis of the assumptions underlying the response to the problem. To this end, the Youth Employment and Demonstration Projects Act (YEDPA) an amendment to the Comprehensive Employment and Training Act (CETA) was chosen for study.

The study was conducted in four separate but inter-related stages. In the first stage, historical methodology was applied in an effort to determine the assumptions that led to the YEDPA and to establish the legislative and administrative requirements of the Youth Employment and Training Programs (YETP), the sub-section of the YEDPA that most directly involved the local school systems. The outcomes of this stage of the study provided the basis for a conceptual analysis of the assumptions and the initiating events that were to become part of a modified Delphi study of the impact of the YETP on the schools.

The second stage of the study sought to determine the content of typical YETP submissions from prime sponsors, the local interface between the Department of Labor and the schools. Again, historical methodology was employed. The result was a composite YETP proposal that provided a common point of reference when addressing the likelihood and impact of various outcomes of the YETP.

The third stage of the study involved two methodologies. First, potential outcomes of the YETP were identified through participant observation of the meetings of the National Task Force on Youth Employment Policy. The results of those meetings provided the outcomes that were presented to actors at the local school level to determine, using a modified Delphi approach, whether and with what impact, the events would occur.

In the fourth stage, conceptual analysis was applied to five assumptions that were specific to the YEDPA and to two assumptions that were generally applicable to Federal legislation in the area of social intervention. The conceptual analysis permitted the identification of assumptions that were either internally inconsistent or were externally incongruent with other assumptions. This stage also led to the integration of the other stages of the study to present a complete picture of the affect that the YETP would have on the schools.

As a result of the completion of the four stages of the study, it was determined that, in the opinion of the respondents to the modified Delphi, the YETP was more likely to hurt than help the schools. Analysis of the responses also revealed several important attitudes on the part of the respondents. It appeared that the respondents: 1) considered disadvantaged youth a burden on the schools; 2) considered the counseling and vocational training functions to be of secondary importance to the role of the schools; and 3) considered maintenance of the status quo to be their most important task.

The conceptual analysis revealed serious flaws in the assumptions upon which the YETP was based. Internally, they tended to lack rational

consistency and to be based on vague and imprecise usages of the terms involved. Externally, it appeared that logical contradictions plagued the rationale for the adoptions of the YEDPA with the result that it was impossible to achieve all the goals of the act. In fact, to achieve one set of goals made it logically impossible to achieve other sets of goals since the assumptions were in such basic conflict.