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ANALYSIS AND STATE COMPARISONS OF THE

VOCATIONAL EDUCATION ACT OF 1963

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PLAN B PAPER

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THE DEGREE MASTER OF SCIENCE IN EDUCATION
AND PREPARED IN COURSE

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I HEREBY RECOMMEND THIS PLAN B PAPER BE ACCEPTED AS FULFILLING THIS PART OF THE DEGREE, M.S. IN ED.

DATE

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DATE

OUTLINE

Central Idea: The Vocational Education Act of 1963 emerging from a number of previous vocational acts certainly brightens the picture as far as business education is concerned but is not the final chapter in this book by any means.

- I. Recognition of the need for Vocational Education
 - A. Smith-Hughes Act of 1917
 - B. George-Deen Act of 1936
 - C. George-Barden Act of 1946
- II. Vocational Education Act of 1963
 - A. Purposes
 - B. Background
 - C. Provisions
 - 1. Groups to be served
 - 2. Funds for construction
 - 3. Ancillary services

III. State Plans

- A. Analysis of Illinois, Indiana, Ohio, and Michigan
 - 1. Vocational course content
 - 2. Vocationally competent teachers
 - 3. Vocational job choice by student
 - 4. Sequence of courses
 - 5. Class time requirement
- B. Overall evaluation

LEGISLATION PRECEEDING THE VOCATIONAL EDUCATION ACT OF 1963

The major problem of vocational education was partially solved merely by the public recognition that there was definitely a need. "Chief among the difficulties were, and still are, the constantly recurring and conflicting interests that need to be harmonized. There is the conflict of ideals between those who seek more practical education—a better adjustment to real life, and those who fear that vocational education will lower the standards of academic education." But, vocational education was inevitable and the background prefacing our present Vocational Education Act of 1963 must be examined for a better, more comprehensive understanding. There were three Congressional acts which lay the foundations for the recent Act: the Smith-Hughes Act of 1917, the George-Deen Act of 1936, and the George-Barden Act of 1946.

The Smith-Hughes Act of 1917 was "An Act to provide for the promotion of vocational education; to provide for cooperation with the States in promotion of such education in agriculture and the trades and industries; to provide for cooperation with the States in the preparation of teachers of vocational subjects; and to appropriate money and regulate its expenditure."²

This Act is important because it was the first time this country reacted to the recognized need for federal money to help expand vocational education. The Act included the payment of

¹ Layton S. Hawkins, <u>Development of Vocational Education</u>, American Technical Society, Chicago, 1951, p. 121.

Agricultural Extension Work, Government Printing Office, 1938, p. 4.

salaries for teachers of trade, home economics, and industrial subjects; persons of supervisory capacity, and paid for the training of teachers in agricultural, trade, industrial, and home economics subjects. It did not, however, include business education, nor was any mention made of business subjects at this time.

The Smith-Hughes Act was the congressional reaction to the growing need for help in the area of vocational education. The original and anonymous author of the Act was the Commission on National Aid to Vocational Education. This Commission submitted a report to Congress several years before the actual act was adopted, and in this report was a complete program with definite recommendations. The proposal for the bill was embodied in this report. The proposed bill finally became a reality in the Smith-Hughes Act and its provisions were altered little in the following thirty years.³

There were minor additions in the government subsidy of vocational education, but not until the thirties was the need for extension of vocational programs into certain new fields strong—
ly felt. The American Vocational Association instigated the discussion and planning and made a number of proposals. Finally Senator George of Georgia introduced "...a bill to provide for the further development of vocational education in the several states and territories." This bill was referred to the Committee on Agriculture and Forestry. There were also several

³Hawkins, Op. Cit. p. 121.

⁴Ibid. p. 407.

House bills introduced. After much discussion and debate, Congress did finally introduce and pass a bill sponsored by Senator Deen, Congressman from Georgia.

The George-Deen Act of 1936 provided for even further development in the field of vocational education. The importance of the George-Deen Act to business education is found in Section Two. "...and shall be used for the salaries and necessary travel expenses of teachers, supervisors, and directors of, and maintenance of teacher training in, distributive occupational subjects in such States and Territories." This meant that for the first time, business education in part qualified for federal subsidy.

Another decade passed before further action was taken regarding vocational education. But the value of this area was deeply recognized due to the years of depression and following war effort. At the request of the American Vocational Association, Congress once more studied the needs of vocational education. The legislation was in the House several years before its actual passage in 1946. The George-Barden Act of 1946 increased the money for vocational education with one exception, office occupations was specifically excluded. This was a blow to business education because it could no longer receive its due of federal money. This was when an enlarged effort was organized toward the acceptance of business subjects within the framework of general education.

⁵Elmer Lewis, <u>Op</u>. <u>Cit</u>. p. 62.

VOCATIONAL EDUCATION ACT OF 1963

The Vocational Education Act of 1963 or H.R. 4955 or The Perkins Bill is an act

"...to strengthen and improve the quality of vocational education and to expand the vocational education opportunities in the Nation, to extend for three years the National Defense Education Act of 1958 and Public Laws 815 and 874, Eighty-first Congress (federally affected areas), and for other purposes."

This paper is intended to deal only with those aspects of the Act which pertain to business education. We should not, however, ignore the fact that agriculture, home economics, and other vocational areas are included.

Before delving into the intricate wording of the Act, it might be more meaningful if the background material concerning the inclusion of the field of business education were examined.

The Panel of Consultants for Vocational Education authorized by John F. Kennedy included business and office occupations as one of the vocational areas to receive federal funds based on a special report received from the Policies Commission for business and economic education. This seemingly would solve the monetary problem facing the vocational fields of business education. But, when the actual bills were readied for presentation; that is, the President's Omnibus Education Bill, and the American Vocational Association's Bill sponsored by Representative Carl D. Perkins of Kentucky, it was immediately discovered that "business and office occupations" were not

⁶Public Law 88-210, 88th Congress, H.R. 4955, Government Issue, December 18, 1963, p. 1.

Executive Board of the National Business Education Association, the NBEA, who discovered the omission, appointed a national Legislative Action Committee which was given the responsibility of seeing whether or not these two bills might possibly be amended in order that a definition of vocational education would include business and office occupations. 7

The NBBA Legislative Action Committee went to Washington during May, 1963, to confer with the educators and legislators who were principally concerned with the two bills; Dr. John Lumley, Director of the Federal Relations Division of the National Education Association; Mr. M.D. Mobley, Executive Secretary of the American Vocational Association; Representative Carl D. Perkins of Kentucky; Dr. Bruce Blackstone, Specialist in Office Education, U. S. Office of Education; and Dr. Walter M. Arnold, Assistant Commissioner and Director, Vocational and Technical Education, U. S. Office of Education.

In Washington, the NBEA committee talked with Mr. Mobley, pointing out that the way in which the American Vocational Association's bill was written permitted the states to include or exclude business and office occupation at their discretion. The committee then presented guide lines which they felt should be pursued in a revamping of this section of the bill. The NBEA called on the other educators mentioned above and presented their line of thinking along with suggested revisions. They naturally met with some opposition such as unwillingness to

⁷The Vocational Education Act of 1963 and Suggested Lines of Action Relating to Vocational Education for Business and Office Occupations, Policies Commission for Business and Economic Education, December, 1963, p. 1.

categorize any specific field, but after further explanation, the Committee met with complete agreement.

"H. R. 4955 with the suggested changes as proposed by the NBEA Legislative Action Committee has passed both houses of Congress and has been signed by President Lyndon B. Johnson. This cooperative achievement of the National Education Association, the American Vocational Association, and the many business teachers who responded to the requests of the NBEA Legislative Action Committee to write letters to members of Congress in support of the bill should be gratifying to all."

PROVISIONS OF VOCATION ACT

The basic provisions of the Vocational Education Act of 1963 as they relate to vocational business education will be considered within these three areas: Groups to be served, funds for construction, and ancillary services.

The Act provides for the following groups to be served:

(1) students now in high school; (2) persons who have completed or left high school and who are available for full-time study;

(3) persons who have already entered the labor market and who need training or retraining; (4) persons who have academic, socioeconomic or other handicaps; (5) vocational teachers in training; and (6) vocational teachers who need to be retrained.

The Vocational Education Act of 1963 further provides for the construction of area vocational school facilities. This includes construction of facilities for a high school department, division or other unit; for area vocational schools, and for residential schools.

⁸Ibid.

"Ancillary services and activities are to be provided to assure quality in all vocational education programs, such as teacher training and supervision, program evaluation, special demonstration and experimental programs, development of instructional materials, state administration and leadership including periodic evaluation of State and local vocational education programs and services in light of information regarding current and projected manpower needs and job opportunities."9

Grants may be also made to higher institutions such as colleges or universities to pay part of the cost of research and training programs and other experimental or developmental programs as are necessary to meet the needs of youths who have academic; socioeconomic, or other handicaps which would prevent them from succeeding in the regular vocational education programs.

The Vocational Education. Act of 1963 as passed by Congress and signed by the President merely authorizes Congress to appropriate federal funds. The availability of such funds to the states for the various purposes of the Act will come at a later time. Since the Congress did not appropriate funds for 1964 as provided by the bill, this money is lost forever to the schools for vocational education purposes. The 1964 money was "free money"; that is, it would not have had to be matched by the states. This will not be the case with money appropriated in 1965, when and if it is appropriated. It will have to be matched by the states as provided for in the Act.

⁹Ibid. p. 2.

It should also be pointed out that the provisions of the Act leave entirely to the states the decision as to which field or fields of vocational education the federal funds shall be applied. Therefore,

"unless business educators in the various states take immediate action with the administrative authorities within these states, it is possible that vocational education money for business and office occupations may be overlooked entirely or given only token assistance."10

The Act does call for several specific policies for the distribution of money. One is that at least 33 1/3 per cent of each state's allotment for any fiscal year ending prior to July 1, 1968, and at least 25 per cent of each state's allotment for any subsequent fiscal year shall be used only for vocational education for persons who have completed or left high school and who are available for full-time study in preparation for entering the labor market or for the construction of area vocational education school facilities or both. Another provision is that at least 3 per cent of each state's allotment shall be used for ancillary services including teacher training. Although it will be permissible with approval of the Commissioner to use a smaller percentage, most educators agree that the money spent will exceed the minimum of 3 per cent.

The Vocational Education Act of 1963 requires that each state that desires to receive its allotment of federal funds shall submit through its State Board to the Commissioner of

¹⁰Ibid.

Education a state plan. Paul Lomax, Russell J. Hosler, and Hamden Forkner have outlined five steps that a state plan should include to be complete.

- 1. "Designate the State Board as the sole agency to administer the state plan. If the State Board does not include as members persons familiar with the vocational education needs of management and labor in the state, a State Advisory Council shall be created which shall include such persons.
- 2. Sets forth the policies and procedures to be followed by the state in allocation of each such allotments among the various services and insures manpower needs and job opportunities and to the relative vocational needs of all groups in all communities in the states.
- 3. Provides minimum qualifications for teachers, teacher trainers, supervisors, directors, and others having responsibility under the Act.
- 4. Provides for entering into cooperative arrangement with the system of public employment offices in the state to make available to the State Board and local educational agencies occupational information in determining the occupations for which persons are to be trained.
- 5. Provides for proposed ancillary services and activities under the provisions of the Act. 111

It is noted that Item One is of special importance to vocational business education in that the presently constituted state boards of vocational education usually have members that represent the traditionally federally aided programs, but often no one to represent vocational business education.

¹¹Ibid. p. 3.

STATE PLANS

Before launching into the actual outlines tentatively organized by the several states studied, it should be pointed out that this material was and is labeled "for discussion purposes only." This was deemed necessary because the Office of Education has not set up an official committee to administer the Vocational Education Act since no money has been appropriated to date. The state plans from Illinois, Indiana, Michigan, and Ohio have been compared for this report; the check sheet from the U. S. Office of Education has also proved helpful in analyzing these state plans.

In order to make a comparison of the various state plans a basis of comparison must be selected. Dr. George Cooper, Professor at Bastern Illinois University, served on the Illinois state advisory committee to the Director of Vocational Education in the preparation of Illinois' state plan. He has suggested five features of the Illinois plan which could be used for comparison with the provisions of the plans of the neighboring states. These features of the Illinois plan as suggested by Dr. Cooper are: (1) the course content must be vocational in nature, (2) it must be taught by a vocationally competent teacher. (3) the students must make a vocational job choice related to the course, (4) the course must be part of a sequence of courses, and (5) it must be a double period class at the senior level or a single period at the junior level with continuation to the senior level. By using these five points as a basis of comparison throughout the four state plans, I will then be able to draw certain conclusions.

The course content must be vocational in nature.

In the Business and Office Occupations State Plan Content Check Sheet furnished to the state directors of vocational education by Dr. Bruce Blackstone from the U. S. Office of Education, the courses are defined "...the theory, principles and practices of administration and operation, with a major emphasis on the facilitating function of the office."12

The Illinois plan, while still unfinished, does have the Distributive Education part nearly complete. Within this part is a paragraph which centains several means of checking the content of the vocational courses offered. The paragraph reads;

"The content of instructional material is to be selected on the basis of the objectives of the distributive education program. The objectives of this course are the joint responsibility of the local board of education, school administrator, teacher, teacher-coordinator, and the advisory committee. Periodic evaluations of the distributive education program are to be made by the State Supervisor in order that the instructional content of the material remains up to date." 13

The Ohio plan, through a statement of the objectives of the reimbursable coursework, leaves little to be decided at the local level. It not only spells out objectives but also lists the specific courses to accomplish these objectives. One objective is that each student will have the opportunity to develop basic skill, backgrounds, technical knowledge, and related occupational information in the office and business occupations.

¹²Check Sheet - Business and Office Occupations, United States Office of Education, June 8, 1964, p. 2.

Plan for Vocational Education, Section IX, p. 3.

Subject matter areas currently associated with but not necessarily confined to the vocational business education program are: bookkeeping, shorthand, typewriting, transcription, clerical practice, office practice, secretarial practice, office machines, retail selling, business organization and management, and cooperative office education; and other designated subjects in similar content. 14

The Michigan plan does not spell out specific objectives or courses. Its general objective

"...includes regular business education courses which are designed to develop the skills, habits, attitudes, technical knowledges, judgements, and understandings which contribute to the success of youth needing training, retraining, and for upgrading for Office and Distributive occupations."15

The Indiana plan specifies that a plan be prepared at the local level to be submitted to the state for approval just as each state must submit a plan to the federal government for approval. Indiana has in its state plan this paragraph concerning the courses.

"Curricula, courses, and methods of instruction in the Vocational Business and Office Education program shall be appropriate to the level of instruction and the nature of the enrollees, based on facts that demonstrate the present and emerging needs and opportunities in the employment market saved. When appropriate, surveys shall be made to help in determining the needs and opportunities in the various business and office occupations."16

¹⁴Ohio State Plan for Vocational Education, Ohio State Department of Education, Vocational Division, Section VIII, p. 4.

¹⁵ Suggestions For Inclusion in the State Plan for Vocational Education, Michigan, p. 3.

No. 3, July 10, 1964, p. 3. Vocational Education, Work Copy

It is evident from the preceeding paragraphs that of the several states examined, only Ohio specifically outlines the subject material which is to be associated with vocational education. At the top of page twelve are listed the courses which are contained in Ohio's plan. The balance of the states are vague in their restrictions. It is my feeling, though, that an adequate description of business and office occupations can be given without actually naming the courses now identified as having a close association. A suitable one might be taken from material submitted by Messrs. Lomax, Hosler, and Forkner:

"All those duties performed by individuals in public or private enterprises that serve business management through planning, organizing, recording, communicating, interpreting, and storing the financial and other data about the enterprise." It

The courses must be taught by vocationally competent teachers.

The U. S. Office of Education's Check Sheet has stated the minimum qualifications of the local teachers of office education. The qualifications are: (1) Valid office education teaching certificate, (2) 2,000 hours of verified occupational experience in office work, (3) Bachelor's Degree in business education with major emphasis upon office education.

In the Illinois plan,

"...it is recognized that a vocational teacher or instructor must possess two basic qualifications: (1) a knowledge of the occupational field which he teaches, and (2) a professional ability in vocational teaching methods."

¹⁷ Policies Commission for Business and Economic Education, Op. Cit., p. 5.

¹⁸ Proposed Illinois Plan for Vocational Education, Op. Cit.

Since Illinois does not, as yet, have its office education section complete, the teacher qualifications which are outlined for distributive education will be used here on the assumption that the office education section will be similar in all requirements. They are: (1) hold a valid teaching certificate, (2) have completed eight semester hours of college credit in distributive education courses, of which one course shall be in the field of cooperative distributive education, (3) have completed twenty semester hours of college credit in technical courses in the field of distribution, twelve hours of which are in the subject matter areas of marketing, salesmanship, and retailing, (4) have had two years of recent, successful experience as an employee in one or more distributive occupations.

The qualifications for Office Education teachers in Ohio are: (1) must have graduated from a four-year accredited college or university, with a minimum of 45 semester hours in business education, (2) must have indicated entering into advanced degree work (workshops accepted), (3) must have taught two years in a business education department, (4) must have worked one year full-time in an office, (5) must have been approved by the State Department of Education for teaching the Cooperative Office Education program, including the proper certification, (6) one year probationary period waiving any of the above qualifications may be approved for individual coordinators.

The Michigan plan designates the following four qualifications for teachers of office occupations: (1) major in business-teacher education from an accredited teacher-education institution,

(2) secondary provisional certificate, (3) at least four semester hours of professional office education to include: a. office occupations methods, b. principles and philosophy of vocational education including business education, c. coordination techniques; (4) two years of practical work experience, one year of which must have been as an employee or manager in one or more office occupations; supervised work experiences while a student in an approved office occupations program may be included. Eight other qualifications were mentioned under the title, "Recommended Competencies", but these are not interpreted to be mandatory.

Indiana's qualifications for vocational business and office education teachers are: (1) be a college or university graduate of a four-year program in business teacher education which includes preparation to teach business and office education, (2) have a Master's Degree with a major in business education within a reasonable time in an approved college or university (At the discretion of the state supervisor of business and office education, five or more years of teaching full-time in business and office education courses may be accepted in lieu of the foregoing graduate study requirement.); (3) hold an appropriate Indiana Secondary Teacher Certificate, endorsed for teaching the specific business and office education courses of which the teaching assignment is comprised form the following: a. permanent. comprehensive business education teacher certificate, b. Indiana secondary school teacher certificate endorsed for business education; and (4) have accumulated 2,000 hours of verified experience

in office work or evidence of acceptable teaching competency in vocational business teaching as indicated by student achievement. Evidence of teaching competency may be drawn from full-time experience in public schools under contract or agreement. At the discretion of the state supervisor of business and office education, office occupational experience gained through a bonafide higher education level, cooperative office training program may be applied toward the office work experience requirement to the extent that is warranted by the nature, comprehensiveness and operational practices of such cooperative program.

After reviewing the teacher qualifications for each of the states, a person begins to wonder if we will ever have a sufficient number of teachers who actually qualify. All of the states examined exceed the minimum requirements set up by the U. S. Office of Education and if we maintain the standards of these states, we will not need to be concerned about the quality of our vocational education.

The students must make a vocational job enoice related to the course.

Again I refer to the U. S. Office of Education's CheckSheet where it is specified that the courses shall be extablished
on the basis of the career objective of the enrollee. The check
sheet also lists many civil service classifications and titles.
It also has a loop hole for jobs not listed on the civil
service bulletin by having a classification under the title of
"other."

The Illinois plan does not specifically state that the students must make a specific job choice, although it implies

it in several places.

The Ohio plan states that schools may be organized into area programs such as junior accountant, executive secretary, or junior office manager. Students would presumably state that this was their job choice to their advisors before being admitted to the program. In the cooperative programs the students would make specific job choices by accepting employment.

The Michigan plan is a little weak in this area of job identity. The nearest thing was a statement to the effect that courses leading to the development of business and economic understandings and techniques necessary to employability should be included.

In Indiana's state plan, under the section entitled, Program of Instruction, it states that for the purpose of indicating curricula appropriate for the various training objectives in all vocational business education programs, the <u>Dictionary of Occupational Titles</u> will be used to determine the job families and specific job classification titles in the business and office occupations. It also explains that the primary career objective of each student enrolled in a vocational course in all vocational business and office curricula will be a "matter of record."

The course must be part of a sequence of courses.

The U.S. Office of Education's Check Sheet makes no specific reference to course sequence but throughout the check sheet the plural form is used for "courses" indicating a sequence is implied.

The Illinois program very definitely requires sequential courses on a non-cooperative basis under the title, Preparatory High School Classes. It repeats the phrase "...part of a program of sequential courses related to the occupational objectives of the enrollees" three times under the above title emphasing the requirement.

The Ohio State plan deals with course sequence through the term, "patterns." It merely says that the school should have desirable minimum prerequisites for entrance into different areas of business education programs including one or more of the following patterns of instruction for job opportunities:

(1) stenographic pattern, (2) bookkeeping pattern, (3) general clerical, pattern, and (4) technical programs.

Michigan's plan, similar to the U. S. Office of Education's Check Sheet in this respect, used the term "courses" to imply a sequence of courses.

Indiana's plan again came through with "flying colors" concerning the sequence of courses. It requires vocational business and office education to be provided through curricula or prescribed sequences of courses which will contribute directly to the career objective of the enrollee. It went on to say that a student completing his program should be prepared to assume the next step in his career.

Illinois has invested a considerable amount of time and money into planning the cooperative and non-cooperative business

¹⁹ Proposed Illinois plan, Op. Cit., p. 2.

curricula. This endeavor is reflected in the publication of Bulletin D-3, Business Education in the Secondary School issued by the Illinois Curriculum Program. Thus within the framework of Illinois' plan, it would be a definite omission not to verify the importance of this bulletin to business education.

The course must be a double-period class at the senior level or a single period at the junior level with a continuation to the senior level.

This feature seems to be above the requirements as outlined in the Check Sheet as no mention is made of class time.

Illinois is the only state that sets certain time limits in the classroom on a non-cooperative basis. The minimum limits are: 275 minutes per week for a one or two-year course if the one year is a sequence of courses. Illinois requires 400 minutes per week for a single semester course and again it must be in a sequence of courses.

Ohio and Michigan fail to mention class time while Indiana interprets the requirements merely that the time spent in vocational instruction in the classroom and in the office laboratory should be of sufficient duration to develop competencies necessary to prepare the student for the occupation for which he is being trained.

Evidently Illinois must have a unique problem to deal with, which is true. The situation in heavily populated Chicago needs immediate attention. The majority of students under this

school system need a concentrated vocational training program, and by specifically stating classroom-hour requirements, the authors of the Illinois plan wish to insure that maximum learning will take place, especially considering the over-crowded conditions. Needless to say, Chicago is not the only area under scrutiny as this could apply in several localities in Illinois as well as in the other states mentioned. It is to our advantage that Illinois has set certain limitations in this area. It serves as a point of embarkation to local school systems.

Ohio and Michigan, who have failed to mention time directives, might find that the students' time is easily being misued. No doubt their vague omissions on this point will be counteracted by some form of redrafting. The respective states have missed an opportunity to individually mould their vocational education programs with reference to classroom time limitations. This can not be done effectively at the local level and yet gain the desired goal on a state-wide basis.

THE EFFECT OF THIS ACT ON BUSINESS EDUCATION

What effect will the Vocational Education Act of 1963 have on business education? No one can predict its significance at this time. Business education, when first introduced into the school curriculum, was strictly vocational in nature and all business teachers were referred to as vocational teachers. Later, when office education was excluded from federal subsidy acts, business teachers altered their objectives to mould in with the ideology of general education and did a good job of selling administration on this philosophy. It is perhaps true that the majority of business education is general education and that all vocational education should be entirely separate from the high school. This is of course, an impossibility because of social and other involvements. Since the passage of the 1963 Vocational Education Act, many of our prominent business educators are now doing an "about face"; they say that business education is vocational education and has never been general education. They add that business teachers have been "missing the beat" when they refer to business education as a part of general education! I think that business teachers who have been teaching their courses as a phase of general education for their students have been doing a very good job. The Vocational Education Act of 1963 has been over-emphasized. The Act, setting up Federal and State regulations has made it virtually impossible for the small or middle-sized high school to participate. Only the larger

schools with enrollments of sufficient number to warrant entire classes and programs of vocationally-bound students will be able to participate. Business educators would do well not to be too hasty to jump "on the band-wagon;" Business education should still play an important role in the general education of the students of our great country for a long time to come.

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