

Employment and Occupations in the Seventies

AN "insistent present" is sharply focused by new influences as this generation of Americans formulates or fails to formulate educational programs to meet the needs of a contemporary society. The insistent present demands a commitment to three fundamental goals outlined in a Report of President Johnson to the Congress of the United States, i.e.,

- . . . to develop the abilities of our youth
- . . . to create jobs to make the most of those abilities
- . . . to link the first two, to match people and jobs (13, p. XIII).

In the past, education was imperative for some men preparing for some jobs. Modern technology, however, has advanced to the point where the relationship between man, his education, and his work may now be said to exist for all men and for all work (19, p. 1). Data relating to (a) the years of schooling of workers within major occupational groups and (b) the projected change in employment of workers in major occupational groups illustrated in Chart 1 (page 232) will clearly demonstrate the relationship between educational achievement and the world at work. Note also the expected average increase of 31 percent for all occupations.

During the 15-year period, 1960-75, an increase of 46 percent in white-collar occupations and 21 percent in blue-collar jobs is also anticipated (17, p. 244).

Changing Opportunities

The changing nature of job opportunities clearly reflects a shift from emphasis upon manual work to emphasis upon cognitive work. More young people must of necessity be prepared to enter the work force at the higher occupational levels where there will tend to be room for them and where they are urgently needed.

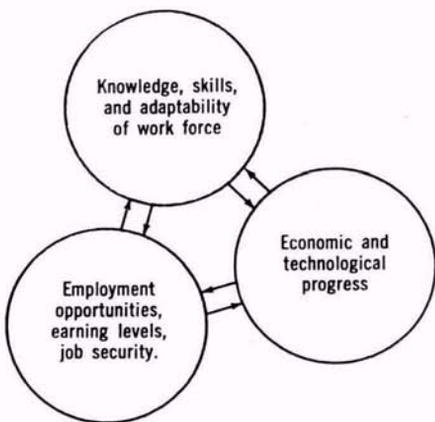
A compressed statement of the data relating to expected occupational changes between 1960 and 1975 as illustrated in Chart 1 indicates: (a) Average or better growth for white collar workers, especially in the professional and technical occupations; (b) Average growth in skilled occupations, a slower-than-average growth in semiskilled occupations, and no change in employment in unskilled occupations for the blue-collar

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workers; (c) Faster-than-average growth for service workers; and (d) Further decline in the farming occupations.

Chart 2 (page 233) pictures projected employment growth (based upon the assumption that the national goal of full employment can be realized) in eight broad industry groups in which the workers will seek jobs.

The matching of people and jobs in the occupations and industries above in the United States is done in a "free" labor market in which employers seek workers and workers seek jobs. Both workers and employers in our industrial society are touched by problems and challenges inherent in the following interrelated determinants:



The persistent problems of the school dropout, the cycle of hereditary poverty, minority groups, juvenile delinquents, the handicapped youth, rural youth, migratory workers and the young married focus sharply as an unprecedented number of youth enter the labor force (18).

During the two years 1964 and 1965, the number of 16- to 19-year-olds seeking work was estimated to increase by about three-fourths of a million—nearly as

great an increase as occurred over the preceding seven years as a whole. In 1963, 17 percent of this age group were jobless—three times the average unemployment rate for the entire civilian labor force. The high school dropout experienced a rate of unemployment approximately twice as high as that of the high school graduate (13, p. 8). The contrast between the rate of unemployment of the high school graduate and the non-high school graduate is shown in Chart 3 (page 233).

Apparently unemployment experiences are not limited exclusively to the undereducated. A more educated person is less likely to become unemployed. However, once he loses his job, he is almost as likely to remain without work as long as the person with less formal schooling (1, p. 513).

The desire for reemployment after loss of a job and for improvement of status are two main motives for job changes (15, p. 23). The average 20-year-old man in the work force at the beginning of the 1960's could be expected to change jobs six to seven times, and to spend an average of five and one-half years on each job during his remaining working life. (See Table 1, page 234.)

A New Manpower Policy

National focus relating to manpower policy has its roots in many separate actions which are familiar to the reader. The National Science Foundation, the National Aeronautics and Space Administration, the Department of Defense, the National Institutes of Health and other federal and federally-related programs have tended to be concerned with professional and technical manpower needs (5; 6). Articulate spokesmen have continued to focus the eyes of the nation

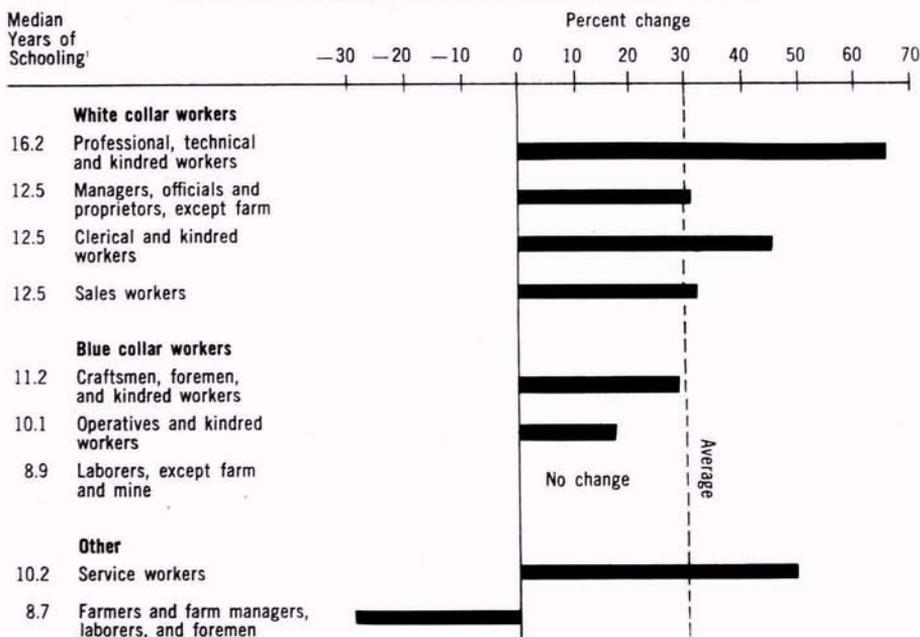
upon the needs of the 20 percent of students who go through college. Edward Chase is quoted by Grant Venn as noting the gross imbalance of the nation's educational system which, when viewed as a whole, has its attention concentrated¹ on the previously mentioned 20 percent (19, p. 1). What about the other 80 percent who do not graduate from college—the early leavers from the educational system who are capable of using considerably more education than they have received?

"Lack of interest" is by far the most frequent reason they give for leaving, because they do not fit into the present college-track plan of education. Labor Secretary Willard

Wirtz more aptly calls them "push-outs" (19, p. 2).

Initial steps have been taken by the Department of Labor to develop coordinated information from which policies and action can be evolved based upon the consideration of many dimensions—resources, requirements, utilization, and training. A brief glimpse at some aspects of these studies has been presented in this article. Recognition of the many ramifications and interrelationships of man, education and the world of work may, in a sense, be evolving a new manpower policy (13, p. 44). The feasibility of an active labor market policy involv-

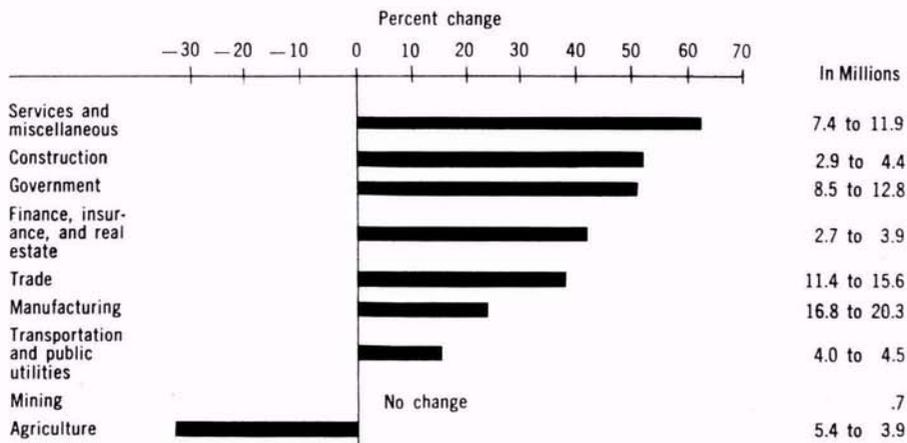
Chart 1: Education by Occupation, 1962, and Percent Change in Employment of Workers in Major Occupational Groups, 1960-75



¹ By total employed, 18 years and over.

Sources: (13, p. 220)
(10, p. 14)

Chart 2: Projected Percent Change in Employment by Major Industry Groups, 1960-75

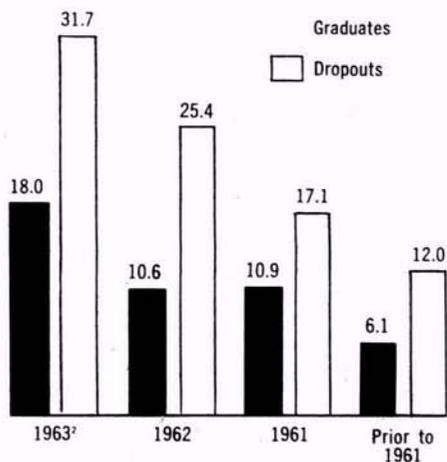


Sources: (13, p. 244)
(10, p. 9)

ing education can be documented (a) as breaking the hereditary cycle linked by poverty, poor education, and unemployment (9, p. 31; 18, p. 9; 13, p. 39); (b) as successfully "graduating" more than three-fourths of the 36,000 enrollees in the Manpower Development and Training Act Program by the end of 1963—70.1 percent of whom found employment (14, p. 33); and (c) as recognizing that four years of additional schooling (high school or college) appear to outweigh 20 to 25 years of additional work experience in determining average income levels (1, p. 514).

A recent definitive assessment, *Man, Education and Work*, written by Grant Venn and sponsored by the American Council on Education, "is presented on the assumption that a too-narrowly conceived educational system must soon be overhauled if the nation is to mount a successful attack on its major economic and social problems" (19, p. 158). Cer-

Chart 3: Contrast of Unemployment¹ Rate Among Dropouts and High School Graduates



¹ Unemployed as percent of civilian labor force

² Year of graduation or year last attended school

Source: (4)

tain basic premises evolved from the study which are fundamental in a consideration of the role of education in a technological society:

1. Technological change will continue as a master of all or as a servant for all.

2. Education, although not the sole means, is the best means by which the individual and society can adjust to technological change.

3. The new technology has removed the margin for educational error.

4. Technological change has immediate impact which is nationwide in scope.

5. Manpower needs in a technological society can be met only through education.

6. Occupational education must become a responsibility of society.

7. Occupational education must become an integral part of total education.

8. Occupational education is the responsibility of every segment of the educational system.

9. Continuing education has become necessary for everyone.

10. Higher education has a responsibility to raise the educational level of all American youth.

11. Sound occupational choice is made in direct proportion to information, guidance, and opportunity available to the individual.

12. The necessity of occupational education for all could, if present institutions fail in their responsibilities, lead to a separate

system of education in the nation (19, p. 158-60).

Place of Education

The persistent present already discussed presents significant challenges to educational leadership today. Some of the most important challenges would include:

1. Curricular programs attuned to scientific thought and technical change to prepare adequately students with ability to work in the professional, scientific and technical occupations (5; 6).

2. Curricular programs designed to enhance the ability of *all* young people to embrace job opportunities in an urban-industrial society, including changes to meet the needs of the unmotivated, the undermotivated, the negatively motivated, the disadvantaged, the potential dropout, and other students unable to cope with the present educational program (10; 13; 16; 20).

3. Improved guidance and counseling programs:

—to reduce some of the trial and error involved in finding jobs commensurate with needs and abilities

—to meet the level of professional competence involved in working with the disadvantaged, the unemployed, the

Table 1: Work Life Expectancy, Expected Lifetime Job Changes, and Job Life Expectancy for Men, 1960-61

Age	Work life expectancy	Expected job changes during remaining working life		Job life expectancy
	At beginning of age interval	At beginning of age interval	In age interval	At beginning of age interval
20-24	42.6	6.6	1.8	5.6
25-34	37.9	4.8	2.1	6.5
35-44	28.6	2.7	1.3	7.7
45-54	19.7	1.4	.8	8.1
55-64	11.9	.6	.4	7.2
65 and over	6.3	.2	—	4.7

Source: (11, p. 2).

handicapped, the potential dropout, and the unmotivated or "negatively motivated"

—to develop understandings and to keep abreast of significant trends in the manpower market in order to provide realistic vocational and occupational guidance directly oriented to the world of work (2; 3; 11; 13; 15; 16).

4. Expanded and improved occupational education effort at the high school, and especially at the post-high school level, in order to meet the continuing education needs of training and retraining (19).

5. Skilled, technical and semiprofessional occupations require levels of specialization and related knowledge that are best taught and learned within a comprehensive system of education. Vocational-technical education must be recognized *immediately* by teachers working in the general and professional education areas of the curriculum as an expanding, necessary and legitimate form of education deserving full status and support along with general and professional education. Otherwise, pressures to develop dualism in the educational system will take priority (19).

6. All resources working on educational problems should be molded into a coordinated program for youth. Related agencies can no longer recognize tangentially the importance of others. Implementation of the concept of the community school (7) in its broadest sense would do much to utilize effectively the potential of:

—recent changes in selective service procedures (8)

—area market studies (16, p. 89; 12)

—the combined efforts of (a) the State Employment Security Offices to conduct surveys of area training needs, and (b)

the local vocational-technical educational authorities to develop appropriate training and retraining programs (as in the present Manpower Development and Training Act Program) (14; 15)

—all community resources.

The first work of our times and the first work of our society is education.—Lyndon B. Johnson

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the most extensive ever provided to graduating seniors. A total of 10,866 of the Nation's 21,338 high schools participated in this program. Nearly 700,000 seniors received Employment Service help. Such cooperative efforts, which are increasing each year, help our young people immeasurably and avoid duplication and competition of effort.

It is most appropriate for *Educational Leadership* to have selected for its 1964-65 issues the theme "Schools and the Social Revolution"—a theme which is both timely and of national significance. The task before all of us is difficult, but well-coordinated efforts can be fruitful. By working together—educators, labor, business, industry, government at all levels, private and community agencies—all of our citizens can unite to preserve and nurture our most precious asset—the youth of America.

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