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AUTHOR Brand, Betsy
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ABSTRACT

In a nation where only about half of high school students go on to 4-year postsecondary institutions, vocational-technical education plays a critical role in preparing thousands of people for their first work experience and in retraining thousands more to take full advantage of new job opportunities. As part of the educational reform movement of the 1980s, vocational-technical education is making significant inroads into restructuring the education delivery system. The second phase of reform has now begun. Of the seven priorities identified at President Bush's "education summit" in September 1989, those for assuring functional literacy and ensuring a level of training necessary to guarantee a competitive work force have particular significance for vocational-technical education. Over the next few years, vocational-technical education should be: (1) firmly established as an essential ingredient of the nation's human resource development policy through the replication of successful techniques and practices already developed; (2) recognized for the contributions that it has already made to the education reform movement; and (3) benefiting from its role as a full partner in expanding economic opportunity. To establish that role, the U.S. Office of Vocational and Adult Education must do at least four things. It must: (1) make sure vocational education gets recognized for its contributions; (2) continue to recognize that vocational-technical education has extensive interrelationships with other service providers; (3) help business and industry recognize the value of vocational-technical education in meeting its needs for skilled workers and at the same time continue to help define requirements of a world-class work force; and (4) it must be extremely responsive to the needs of the states where vocational-technical education is administered. (CML)

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VOCATIONAL-TECHNICAL EDUCATION AT THE CROSSROADS

BETSY BRAND
ASSISTANT SECRETARY FOR VOCATIONAL AND ADULT EDUCATION
U.S. DEPARTMENT OF EDUCATION

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AMERICAN VOCATIONAL ASSOCIATION
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INTRODUCTION

THANK YOU FOR INVITING ME TO SPEAK TO YOU TODAY. I AM VERY HAPPY TO BE HERE AND LOOK FORWARD TO WORKING WITH YOU OVER THE NEXT SEVERAL YEARS.

AFTER THE 1988 ELECTION, I FOUND MYSELF IN A UNIQUE POSITION. FOR SEVERAL YEARS, I HAD WORKED ON A SENATE STAFF THAT WAS DISBANDING AFTER THE ELECTION. MY BOSS (WHO WAS ABOUT TO ASSUME A NEW SET OF RESPONSIBILITIES HIMSELF) TOLD ME THAT HE WOULD HELP ME GO ANYWHERE IN THE FEDERAL GOVERNMENT HE POSSIBLY COULD, AND ASKED ME WHAT I WANTED TO DO.

UNEQUIVOCALLY, I REPLIED I WANTED TO GO TO THE OFFICE OF VOCATIONAL AND ADULT EDUCATION (OVAE) IN THE U.S. DEPARTMENT OF EDUCATION. MY REASONS FOR WANTING TO BE IN OVAE WERE AS STRONG THEN AS THEY ARE NOW AFTER SPENDING MOST OF THE YEAR THERE. I SAW WORKFORCE PREPAREDNESS AND LITERACY AS TWO OF THE MOST IMPORTANT ISSUES FACING EDUCATION TODAY.

IN A NATION WHERE ONLY ABOUT 50% OF HIGH SCHOOL STUDENTS GO ON TO FOUR-YEAR POSTSECONDARY INSTITUTIONS, VOCATIONAL-TECHNICAL EDUCATION PLAYS A CRITICAL ROLE IN PREPARING THOUSANDS OF AMERICANS FOR THEIR FIRST WORK EXPERIENCE AND RETRAINING THOUSANDS MORE TO TAKE FULL ADVANTAGE OF NEW JOB OPPORTUNITIES. FOR MANY OF THESE STUDENTS, VOCATIONAL-TECHNICAL EDUCATION IS THE CRITICAL LINK TO ECONOMIC SELF-SUFFICIENCY. IN SHORT, VOCATIONAL-TECHNICAL EDUCATION TODAY IS UNLOCKING DOORS OF ECONOMIC OPPORTUNITY FOR AMERICANS OUTSIDE OF THE TRADITIONAL ECONOMIC MAINSTREAM. IT IS HELPING TO PROVIDE THE UNITED STATES WITH A WORK FORCE CAPABLE OF COMPETING ON A GLOBAL BASIS. THIS ADDS UP TO A TREMENDOUS RESPONSIBILITY FOR ALL OF US. WE HAVE BEEN ENTRUSTED WITH THE MANAGEMENT AND WELL-BEING OF THIS VITAL SYSTEM, AND ARE RESPONSIBLE FOR ENSURING THAT THE SYSTEM IS RESPONSIVE TO THE RAPIDLY CHANGING DEMANDS BEING MADE UPON IT.

TODAY, I WANT TO SHARE WITH YOU SEVERAL THOUGHTS ABOUT HOW WE CAN MOST EFFECTIVELY MEET THAT RESPONSIBILITY. I WANT TO SUGGEST SEVERAL WAYS IN WHICH VOCATIONAL-TECHNICAL EDUCATION CAN ENHANCE THE EDUCATIONAL REFORM MOVEMENT. THEN I WANT TO SHARE MY PERSPECTIVE ABOUT THE FEDERAL ROLE -- HOW I SEE SOME OF THE THINGS WE SHOULD BE DOING AT THE FEDERAL LEVEL TO MEET THAT SHARED RESPONSIBILITY OF PRODUCING A DYNAMIC, VITAL VOCATIONAL-TECHNICAL EDUCATION SYSTEM FULLY RESPONSIVE TO PUBLIC AND PRIVATE SECTOR EMPLOYERS' NEEDS.

THE EDUCATION REFORM MOVEMENT

THE 1980S WERE A TUMULTUOUS DECADE FOR AMERICAN EDUCATION. NUMEROUS REPORTS, BEGINNING WITH A NATION AT RISK IN 1983, HAVE CHALLENGED THE BASIC ASSUMPTIONS ABOUT HOW WE EDUCATE OUR CHILDREN. THE REPORTS QUESTIONED:

- THE ADEQUACY OF THE ACADEMIC PROGRAMS IN WHICH STUDENTS ENROLLED
- THE QUALIFICATIONS OF TEACHERS
- THE ABILITY OF ADMINISTRATORS TO AFFECT FUNDAMENTAL CHANGE
- THE EFFECTIVENESS OF STRATEGIES TO HELP DISADVANTAGED STUDENTS, AND
- THE PRACTICES AND METHODS FOR TEACHING CRITICAL SUBJECTS SUCH AS MATH AND SCIENCE

VIRTUALLY ALL OF THESE REPORTS CONCLUDED THAT ELEMENTARY AND SECONDARY EDUCATION IN THE UNITED STATES FACED A CRISIS REQUIRING IMMEDIATE AND DECISIVE ACTION.

DURING THIS FIRST PHASE OF THE EDUCATIONAL REFORM MOVEMENT, I SUBMIT THAT VOCATIONAL-TECHNICAL EDUCATION HAS QUIETLY, BUT EFFECTIVELY, RESPONDED TO THE CHALLENGE IDENTIFIED BY THESE REPORTS. IN WAYS THAT HAVE LARGELY GONE UNNOTICED, VOCATIONAL-TECHNICAL EDUCATION IS MAKING SIGNIFICANT INROADS INTO RESTRUCTURING THE EDUCATION DELIVERY SYSTEM. SOME OF VOCATIONAL-TECHNICAL EDUCATION'S MOST PROMISING INNOVATIONS INCLUDE:

- STRENGTHENING THE TEACHING OF BASIC SKILLS BY INTEGRATING MATH, SCIENCE, COMMUNICATION AND PROBLEM SOLVING INTO THE OCCUPATIONAL CURRICULUM.
- IMPROVING THE EMPLOYABILITY OF THE ECONOMICALLY DISADVANTAGED, PEOPLE WITH DISABILITIES, AND OTHER SPECIAL NEEDS POPULATIONS BY IMPROVING ACCESS TO QUALITY PROGRAMS.
- COORDINATING SECONDARY VOCATIONAL-TECHNICAL EDUCATION PROGRAMS WITH TWO-YEAR POSTSECONDARY OCCUPATIONAL INSTRUCTION OFFERING STUDENTS A FOUR YEAR SEQUENCE OF STUDY.

- PRACTICING ALTERNATIVE METHODS OF RECRUITING AND CERTIFYING VOCATIONAL-TECHNICAL INSTRUCTORS.
 - PROVIDING PERFORMANCE-BASED CERTIFICATION FOR VOCATIONAL-TECHNICAL STUDENTS IN CERTAIN OCCUPATIONAL COMPETENCIES.
- AND - FORGING INNOVATIVE PARTNERSHIPS BETWEEN VOCATIONAL-TECHNICAL EDUCATION AND BUSINESS AND INDUSTRY TO MEET LOCAL WORKFORCE NEEDS.

THE SECOND PHASE OF EDUCATION REFORM HAS NOW BEGUN. PRESIDENT BUSH HAS MADE THE IMPROVEMENT OF EDUCATION A TOP PRIORITY FOR HIS ADMINISTRATION. GUIDING THE PRESIDENT'S EFFORTS IN EDUCATION ARE FOUR CRITICAL STRATEGIES: (1) HELPING THE NEEDIEST, (2) ACHIEVING AND REWARDING EXCELLENCE AND SUCCESS, (3) INCREASING PARENT-INVOLVEMENT AND CHOICE, AND (4) STRENGTHENING ACCOUNTABILITY IN EDUCATION.

OF THE SEVEN PRIORITIES IDENTIFIED AT PRESIDENT BUSH'S EDUCATION SUMMIT IN CHARLOTTESVILLE LAST SEPTEMBER, TWO HAVE PARTICULAR SIGNIFICANCE FOR VOCATIONAL-TECHNICAL EDUCATION:

- (1) THE PRIORITY OF FUNCTIONAL LITERACY FOR AMERICANS, AND;
- (2) THE PRIORITY OF ENSURING A LEVEL OF TRAINING NECESSARY TO GUARANTEE A COMPETITIVE WORKFORCE.

VOCATIONAL-TECHNICAL EDUCATION RESPONDED WITH GREAT ENERGY AND INITIATIVE TO THE FIRST PHASE OF THE EDUCATION REFORM MOVEMENT. AS I MENTIONED, YOU QUIETLY DEVELOPED TECHNIQUES AND RESPONSES TO EXPAND ACCESS TO THE SYSTEM, IMPROVE PROGRAMS AND INCREASE ACCOUNTABILITY.

THESE INNOVATIONS IN VOCATIONAL-TECHNICAL EDUCATION CAN AND SHOULD BE ON THE CUTTING EDGE OF THE SECOND PHASE OF THE EDUCATION REFORM MOVEMENT. OVER THE NEXT FEW YEARS:

- I WANT TO SEE VOCATIONAL-TECHNICAL EDUCATION FIRMLY ESTABLISHED AS AN ESSENTIAL INGREDIENT OF THE NATION'S HUMAN RESOURCE DEVELOPMENT POLICY THROUGH THE REPLICATION OF THE SUCCESSFUL TECHNIQUES AND PRACTICES THAT YOU HAVE DEVELOPED IN RECENT YEARS.
- I WANT TO SEE VOCATIONAL-TECHNICAL EDUCATION RECOGNIZED FOR THE CONTRIBUTIONS THAT IT HAS ALREADY MADE AND WILL CONTINUE TO MAKE TO THE EDUCATION REFORM MOVEMENT.

- AND, I WANT TO SEE VOCATIONAL-TECHNICAL EDUCATION BENEFIT FROM ITS ROLE AS A FULL PARTNER IN EXPANDING ECONOMIC OPPORTUNITY THROUGH THE PROVISION OF HIGH QUALITY EDUCATIONAL PROGRAMS CLOSELY COORDINATED WITH THE NEEDS OF BOTH PRIVATE-SECTOR EMPLOYERS

THE NEW FEDERAL ROLE

TO ESTABLISH VOCATIONAL-TECHNICAL EDUCATION'S ROLE, THAT I THINK IT TRULY DESERVES, THE EDUCATION REFORM MOVEMENT, WE IN THE OFFICE OF VOCATIONAL AND ADULT EDUCATION MUST DO AT LEAST FOUR THINGS.

FIRST, WE MUST MAKE EVERY EFFORT TO CONTINUE TO ENSURE THAT VOCATIONAL-TECHNICAL EDUCATION IS RECOGNIZED THROUGHOUT AMERICA FOR ITS CONTRIBUTIONS. THERE IS MUCH TO BE SAID ABOUT A SYSTEM THAT RECOGNIZES ITS OWN VALUE AND IMPORTANCE. WE MUST TAKE EVERY OPPORTUNITY TO EXPAND AWARENESS AMONG ADMINISTRATORS, TEACHERS, PARENTS, STUDENTS, CORPORATE LEADERS, PUBLIC OFFICIALS AND THE GENERAL PUBLIC. THEY MUST RECOGNIZE THE EFFECTIVE ROLE THAT A REVITALIZED VOCATIONAL-TECHNICAL EDUCATION SYSTEM IS PLAYING IN HELPING AMERICA COMPETE IN THE WORLD MARKETPLACE. LET ME ASSURE YOU, WE WILL BE DOING ALL WE CAN TO GET THE WORD OUT TO A WIDE RANGE OF POTENTIAL CONSTITUENCIES, CLIENTS AND PUBLIC AND PRIVATE EMPLOYERS.

SECOND, WE MUST CONTINUE TO RECOGNIZE THAT VOCATIONAL-TECHNICAL EDUCATION HAS EXTENSIVE INTERRELATIONSHIPS AND CONNECTIONS WITH OTHER SERVICE PROVIDERS. IT DOES NOT EXIST IN A VACUUM. FOR EXAMPLE, IT IS NOT AN ACCIDENT THAT VOCATIONAL-TECHNICAL EDUCATION AND ADULT EDUCATION HAVE FOUND A FUNCTIONAL, ADMINISTRATIVE HOME TOGETHER IN THE DEPARTMENT OF EDUCATION. VOCATIONAL-TECHNICAL EDUCATION, ADULT EDUCATION AND LITERACY GO TOGETHER, HAND IN HAND. THEY ARE INTERRELATED, AND THAT RELATIONSHIP NEEDS TO BE DEVELOPED AND EMPHASIZED. I HOPE THAT WE IN OVAE CAN HELP YOU ACHIEVE EFFECTIVE COORDINATION.

THERE ARE OTHER OFTEN UNTAPPED AREAS OF COORDINATION, COOPERATION AND COMMUNICATION BETWEEN FEDERAL AGENCIES AND OTHER ORGANIZATIONS WE SHOULD EXPLORE.

FOR EXAMPLE, SECRETARY CAVAZOS JOINED WITH LABOR SECRETARY ELIZABETH DOLE AND HHS SECRETARY LOUIS SULLIVAN TO SIGN AN INTERAGENCY AGREEMENT PROVIDING TECHNICAL ASSISTANCE TO STATE AND LOCAL SERVICE PROVIDERS TO ASSIST THEM IN THE IMPLEMENTATION OF THE NEW WELFARE REFORM ACT. THIS ACTION WILL ENSURE THAT VOCATIONAL-TECHNICAL AND ADULT EDUCATORS WILL BE PARTNERS IN THE PROCESS OF WELFARE REFORM ALONG WITH OUR COUNTERPARTS FROM THE LABOR AND HHS.

THERE ARE OTHER AREAS OF POTENTIAL COOPERATION. I WOULD LIKE TO SEE PARTNERSHIPS WITH THE U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT BRING THE BENEFITS OF LITERACY AND VOCATIONAL-TECHNICAL EDUCATION TO THE NATION'S PUBLIC HOUSING RESIDENTS. THERE IS MUCH THAT MIGHT BE ACCOMPLISHED WITH THE DEPARTMENT OF THE INTERIOR TO IDENTIFY WAYS IN WHICH WE CAN EXPAND ADULT EDUCATION AND VOCATIONAL-TECHNICAL TRAINING TO AMERICAN INDIANS. WE CAN NOT OVERLOOK THE NEED FOR CONTINUING TO PROVIDE VOCATIONAL-TECHNICAL EDUCATION TO JUVENILE AND ADULT OFFENDERS THROUGH CORRECTIONAL EDUCATION PROGRAMS. AS WE MOVE TOWARD THE YEAR 2000 AND THE SHORTAGE OF SKILLED WORKERS BECOMES MORE APPARENT, WE ARE GOING TO NEED EVERY SKILLED HAND WE CAN FIND TO FULFILL AMERICA'S WORK FORCE DEMANDS. VOCATIONAL-TECHNICAL EDUCATION CAN BE A KEY PLAYER IN THIS PROCESS. AS WE IDENTIFY INNOVATIVE NEW WAYS TO COOPERATE WITH OTHER AGENCIES, I PLAN TO SHARE THEM WITH YOU.

THIRD, IT IS ESSENTIAL THAT WE IN OVAE DO ALL THAT WE CAN TO HELP BUSINESS AND INDUSTRY RECOGNIZE THE VALUE OF VOCATIONAL-TECHNICAL EDUCATION IN MEETING ITS NEEDS FOR SKILLED WORKERS. WE NEED TO HELP BUSINESSES IDENTIFY TYPES OF PARTNERSHIPS WITH VOCATIONAL-TECHNICAL EDUCATION AND ENCOURAGE FIRMS TO ENTER INTO SUCH ARRANGEMENTS.

WE IN OVAE MUST ALSO CONTINUE TO HELP DEFINE THE REQUIREMENTS OF A WORLD CLASS WORKFORCE AND WHAT AMERICA MUST DO TO SUCCESSFULLY COMPETE WITH OUR TRADING PARTNERS. THIS REQUIRES THE EFFECTIVE ANALYSIS OF ISSUES AND FACTORS AFFECTING THE NATION'S HUMAN RESOURCE NEEDS AS WELL AS APPLIED RESEARCH IN PROGRAM INNOVATION AND IMPROVEMENT. YOU NEED TO HAVE THE BENEFIT OF THESE ANALYSES AND RESEARCH.

RESPONDING TO STATE NEEDS

FINALLY, OVAE MUST BE EXTREMELY RESPONSIVE TO YOUR NEEDS -- THE NEEDS OF THE STATES, WHERE VOCATIONAL-TECHNICAL EDUCATION IS ADMINISTERED. WE ARE CURRENTLY DOING SOME VERY EXCITING THINGS IN OVAE IN AN EFFORT TO BETTER SERVE YOU. LET ME MENTION THREE SPECIFIC AREAS.

FIRST, I BELIEVE STRONGLY IN COORDINATION AND COMMUNICATION. TO THIS END, I AM CONVENING AN INFORMAL MEETING ON DECEMBER 15 WITH REPRESENTATIVES FROM SIX KEY LEADERSHIP ORGANIZATIONS IN VOCATIONAL-TECHNICAL EDUCATION, INCLUDING THE NATIONAL ASSOCIATION OF STATE DIRECTORS OF VOCATIONAL EDUCATION, THE AMERICAN VOCATIONAL ASSOCIATION, THE AMERICAN ASSOCIATION OF COMMUNITY AND JUNIOR COLLEGES, THE NATIONAL CENTER FOR RESEARCH IN VOCATIONAL EDUCATION, THE NATIONAL COORDINATING COMMITTEE

FOR VOCATIONAL STUDENT ORGANIZATIONS, AND THE NATIONAL ASSOCIATION OF STATE COUNCILS OF VOCATIONAL EDUCATION. I WANT OVAE TO ESTABLISH AND MAINTAIN A CLOSE WORKING RELATIONSHIP WITH THESE ORGANIZATIONS. IN THIS WAY, WE CAN KEEP OUR MEMBERSHIP AND STAFFS BETTER INFORMED OF ISSUES, CONCERNS AND ACTIVITIES RELATING TO VOCATIONAL-TECHNICAL EDUCATION; STRENGTHEN AND BUILD THE LEADERSHIP CORE OF VOCATIONAL-TECHNICAL EDUCATION; AND PURSUE A JOINT ACTION AGENDA IN AREAS OF MUTUAL CONCERN.

SECOND, WE ARE WELL AWARE OF THE NEED FOR BETTER ACCESS TO INFORMATION AND DATA ON VOCATIONAL-TECHNICAL EDUCATION. TO ADDRESS THIS NEED, WE HAVE BEGUN A DATA NEEDS AND ANALYSIS INITIATIVE WHICH WILL ULTIMATELY LEAD TO THE ESTABLISHMENT OF A MANAGEMENT INFORMATION SYSTEM WITHIN OVAE. THIS INITIATIVE, WHICH IS BASED IN THE DIVISION OF VOCATIONAL-TECHNICAL EDUCATION (DVTE), WILL PERMIT US TO HELP YOU BY:

- o IDENTIFYING MODEL PROGRAMS
- o PROVIDING INFORMATION ON PROGRAM ACCOUNTABILITY
- o PROVIDING TECHNICAL ASSISTANCE TO STATES IN BUILDING MANAGEMENT INFORMATION SYSTEMS
- o ESTABLISHING AN INFORMATION CENTER AND,
- o PROVIDING TREND REPORTS BASED ON IDENTIFIED DATA

THE THIRD INITIATIVE UNDER WAY IN OVAE THAT WILL HELP US PROVIDE BETTER SERVICE TO THE STATES IS THE STATE ACCOUNTABILITY REVIEW INITIATIVE, WHICH IS ALSO BEING CONDUCTED BY THE DIVISION OF VOCATIONAL-TECHNICAL EDUCATION. THE PRIMARY PURPOSE OF THIS INITIATIVE IS TO IDENTIFY SUCCESSFUL STATE PROGRAM ACCOUNTABILITY PRACTICES BY ASSESSING HOW INDIVIDUAL STATES DETERMINE VOCATIONAL-TECHNICAL EDUCATION PROGRAM QUALITY AND IMPACT. THIS INITIATIVE IS BEING CONDUCTED OVER A FIVE-YEAR PERIOD, BEGINNING IN FISCAL YEAR 1989, AND INVOLVES ALL 50 STATES. IT WILL STRENGTHEN OUR CAPACITY TO ASSIST YOU IN DEVELOPING EFFECTIVE PROGRAM ACCOUNTABILITY SYSTEMS.

AGAIN, I WANT TO EMPHASIZE THAT THESE INITIATIVES ARE FURTHER EVIDENCE OF THE SIGNIFICANT CONTRIBUTION THAT VOCATIONAL-TECHNICAL EDUCATION CAN MAKE TO THE EDUCATION REFORM MOVEMENT. WE IN VOCATIONAL-TECHNICAL EDUCATION SHOULD NOT BE RELUCTANT TO PARTICIPATE AS FULL PARTNERS IN THE PROCESS BECAUSE THERE IS SO MUCH WE CAN CONTRIBUTE AS THE RESULT OF OUR PRIOR EFFORTS.

CONCLUSION

IN THE PROCESS OF EDUCATION REFORM, WE MUST ALSO NOT BE RELUCTANT TO CONTINUE THE PROCESS OF REVITALIZATION IN VOCATIONAL-TECHNICAL EDUCATION THAT HAS BEGUN. IN THE COURSE OF EDUCATION REFORM, WE NEED TO ELIMINATE FRAGMENTATION OF PROGRAMS, OF RESOURCES, OF THE DELIVERY SYSTEM. WE NEED TO LOOK AT VOCATIONAL-TECHNICAL EDUCATION HOLISTICALLY -- AS AN INTEGRATED, INTERRELATED WHOLE. WE ALSO NEED TO VIEW VOCATIONAL-TECHNICAL EDUCATION IN THE CONTEXT OF LIFELONG LEARNING, BEGINNING IN THE EARLY SCHOOL YEARS THROUGH ADULT WORKING LIFE.

LET ME CONCLUDE BY OFFERING YOU THIS THOUGHT -- THAT THE NEEDS OF TODAY AND TOMORROW IN VOCATIONAL-TECHNICAL EDUCATION SHOULD DIRECT OUR ACTIONS, NOT THE TRADITIONS OF THE PAST. WE IN VOCATIONAL-TECHNICAL EDUCATION MUST NOT BE RELUCTANT TO DO THINGS DIFFERENTLY. I LOOK FORWARD TO A MUTUALLY PRODUCTIVE RELATIONSHIP AS WE CONTINUE TO STRENGTHEN AMERICA'S VOCATIONAL-TECHNICAL EDUCATION SYSTEM.