Activities to develop proposed performance standards and measures for programs receiving funds authorized by the Carl D. Perkins Vocational and Applied Technology Education Act are described in this report. Two sections of the act are considered: Section 221 authorizes programs for single parents, displaced homemakers, and single pregnant women; and Section 222 authorizes sex equity programs. In Ohio, funds for these programs are disbursed under Comprehensive Support Services (CSS) or Vocational Equity Grants. The final draft of the CSS/Equity Standards for the CSS Grant is provided for the following groups: adult students, secondary students, ONOW (Orientation to Nontraditional Occupations for Women) participants, displaced homemakers and GOALS (Graduation, Occupation, and Living Skills) participants, NETwork (Nontraditional Education for Teens/Work) participants, and participants in VBO (Ventures in Business Ownership). An appendix documents the activities that produced the standards. It contains the original equity standards draft; the agenda for the Committee to Review Draft Performance Standards for Programs Receiving Funds from Sex Equity, Single Parents, Displaced Homemaker, and Single Pregnant Women Grants; a list of practitioners on the review panel; draft versions of the CSS/Equity Standards and CSS/Equity Performance Standards; a summary of comments on the draft; conference call memorandum; and a list of the proposed performance standards for VBO. (NLA)
Mission Statement

The mission of the Center on Education and Training for Employment is to facilitate the career and occupational preparation and advancement of youth and adults by enhancing the Ohio State University's capacity to increase knowledge and provide services with regard to the skill needs of the work force.

The Center fulfills its mission—both nationally and internationally—by conducting applied research, evaluation, and policy analyses and providing leadership development, technical assistance, and information services pertaining to:

- the impact that changing technology in the workplace has on the delivery of education and training
- the quality and outcomes of education and training for employment
- the quality and nature of partnerships with and between education, business, industry, and labor
- opportunities for disadvantaged and special populations to succeed in education, training, and work environments
- short- and long-range planning for education and training agencies
- approaches to enhancing economic development and job creation
PROPOSED PERFORMANCE STANDARDS FOR COMPREHENSIVE
SUPPORT SERVICES AND VOCATIONAL EQUITY GRANTS

Morgan V. Lewis

September 1992

Center on Education and Training for Employment
The Ohio State University
1900 Kenny Road
Columbus, Ohio 43210-1090
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FOREWORD

In the 1980s accountability emerged as one of the major themes of the educational reform movement that began when the Commission on Excellence in Education released its report, *A Nation at Risk*. In 1990, when Congress revised the existing vocational education legislation, it added specific accountability requirements--state systems of performance standards and measures.

The Division of Vocational and Career Education, the Ohio Department of Education, contacted the Center on Education and Training for Employment for assistance in developing standards for programs under Sections 221 and 222 of the Carl D. Perkins Vocational and Applied Technology Education Act. This report describes the process that was followed to develop these standards.

The standards contained in this report should not be considered the final performance standards for these program areas. They must still be reviewed by the Committee of Practitioners and forwarded to the State Board for Vocational Education, which has the final approval authority.

This project was conducted by Morgan V. Lewis and Paula Kurth and Mary LaBelle served as project secretary. On behalf of the project staff I wish to express their appreciation for the support and cooperation they received from Connie Blair, Vocational Equity Coordinator for the Division of Vocational and Career Education. I also want to thank the 17 panelists from across Ohio who helped to shape the standards. These panelists are listed on page 11 of the report.

It is the hope of all of us at the Center that the standards that this project developed will help to guide efforts to improve the opportunities for all those served by vocational equity programs in Ohio.

Ray D. Ryan  
Executive Director  
Center on Education and Training for Employment
INTRODUCTION

This report summarizes the activities carried out to develop a set of proposed performance standards and measures for programs receiving funds authorized by Sections 221 and 222 of the Carl D. Perkins Vocational and Applied Technology Education Act. Section 221 authorizes programs for single parents, displaced homemakers, and single pregnant women. Section 222 authorizes sex equity programs designed to overcome sex stereotyping and sex bias in vocational education as well as programs and services for girls and women designed to enable them to support themselves and their families.

In Ohio, funds are provided for these programs and services under Comprehensive Support Services or Vocational Equity grants. Specific programs receiving funding are ONOW (Orientation to Nontraditional Occupations for Women), Displaced Homemakers and GOALS (Graduation, Occupation, and Living Skills), NETWork (Nontraditional Education for Teens/Work), and VBO (Ventures in Business Ownership).

All of the activities carried out under these grants are targeted to students who require support services that are in addition to those available to any regular student to be successful in their programs. The characteristics of the recipients of these services should be kept in mind when evaluating if a standard is appropriate for a program.

The requirements for performance standards set by the Perkins Act are quite broad:

SEC. 115. STATE AND LOCAL STANDARDS AND MEASURES.

(a) GENERAL AUTHORITY.--Each state board receiving funds under this Act shall develop and implement a statewide system of core standards and measures of performance for secondary and postsecondary vocational education programs. [Requirements concerning schedule, consultation, and modifications not cited.]

(b) REQUIREMENTS.--Each system developed under subsection (a) shall include--
(1) measures of learning and competency gains, including student progress in the achievement of basic and more advanced academic skills;
(2) 1 or more measures of performance, which shall include only--
(A) competency attainment;
(B) job or work skill attainment or enhancement including student progress in achieving occupational skills necessary to obtain employment in the field for which the student has been prepared, including occupational skills in the industry the student is preparing to enter;
(C) retention in school or completion of secondary school or its equivalent; and
(D) placement into additional training or education, military service, or employment;
PROCEDURES

The implementation of performance standards may require considerable technical expertise and data collection. The establishment of the standards to be implemented, however, is essentially a judgmental process. Individuals who are informed about the programs to which the standards will be applied must first select outcomes that they consider to be appropriate indicators of the performance of the programs. These outcomes should be clearly defined and amenable to reasonably accurate, feasible, and objective measurement. Standards must then be set for the measures. Standards are the levels of performance on the measures that will be considered as acceptable. These standards must reflect the objectives of the programs and the characteristics of those who are served by the programs. The standards for a program for developmentally delayed students would obviously be different from those directed to students without handicaps.

The development of the performance standards presented in this report was a collaborative effort between staff of the Division of Vocational and Career Education who are responsible for vocational equity programs and staff of the Center on Education and Training for Employment (CETE).

Listed below are the main activities that were carried out to produce the performance standards presented in this report. The date in parentheses after the activity indicates the time period in which the activity was conducted.


2. Reviewed draft vocational equity standards developed in other states (September-October 1991).

3. CETE staff reviewed an initial set of draft standards developed by Division representatives (November 1991). [This critique led to major revision because the original standards referred primarily to processes not outcomes.]

4. Recruited a panel of 17 practitioners whose programs will be subject to the standards (February 1992).

6. Incorporated the suggestions from the panel in revised standards (March 1992).


8. Conducted a conference call with representatives of VBO to further revise the standards for that program (June 19, 1992).


By July 20, 1992, only one response was received to the last mailing to panelists. This had no suggestions for change in the content of the standards but did suggest three different (lower) levels of acceptable performance. Since only one response was received from the 15 panelists who actually attended the March 25, 1992 meeting, the standards dated June 22, 1992 were judged acceptable for submission to the state Committee of Practitioners for their consideration.

The draft of the performance standards that will be submitted to the Committee of Practitioners is presented in the next section. The Appendix to the report presents in chronological order, from initial to final activity, the documentation of the steps listed above.
PROPOSED CSS/EQUITY PERFORMANCE STANDARDS

Comprehensive Support Services Grant

Adult

Of the adult students who receive comprehensive support services under this grant:

1. 100 percent will enter ABE/GED, return to high school for a diploma, or enter a vocational training program.

2. 50 percent will complete a job training program and obtain employment in a related field earning a minimum of $6.25 per hour within six months.

3. 25 percent will enter either a job-specific training program or occupation that is nontraditional for their gender, to be determined at six months and one year following their exit from the program.

4. 25 percent of public assistance recipients who receive CSS funding and complete a job-specific training program will eliminate or reduce reliance on any of the following types of public assistance: cash assistance, housing subsidy, medical insurance, and food stamps.

5. 85 percent of individuals receiving CSS funding while attending GED classes will receive their GED certificate within 2 years.

Secondary

Of the secondary students who receive comprehensive support services under this grant:

1. 85 percent will graduate high school or be promoted to the next grade.

---

Words in italics were added by staff of the Division of Vocational and Career Education in the course of the final review of this report to clarify the meaning of the standard.
2. 25 percent will enter a nontraditional vocational training program or establish an individual career plan with nontraditional career objectives.

3. 50 percent of those completing specific-job training programs will obtain employment in a field relating to their training and earn a minimum of $5.50 per hour within 6 months of graduation.

**ONOW**

*Of the ONOW participants who receive support under this grant:*

1. 100 percent who do not have a high school diploma or GED will enter ABE/GED training.

2. 70 percent of graduates will complete ABE/GED training and/or enter job-training programs, apprenticeships, or employment that are nontraditional for their gender.

3. 50 percent of program completers will enter a career paying $8.00 or more per hour within six months.

**Displaced Homemakers and GOALS**

*Of the Displaced Homemakers and GOALS participants who receive support under this grant:*

1. 80 percent of program completers who do not have a high school diploma will enter ABE/GED training or return to high school.

2. 70 percent of the program graduates will complete their ABE/GED training, enter a job-training program, or enter employment.

3. 15 percent of graduates will enter a non-traditional occupation or enter an occupation that enables them to eliminate or reduce reliance on any of the following types of public assistance: cash assistance, housing subsidy, medical insurance, and food stamps.

---

*This standard was mistakenly omitted from the standards circulated to the panelists by mail following the March 25, 1992 meeting. It had, however, been discussed at the March 25 meeting and been accepted as stated here.*
NETWork

Of the secondary NETWork participants receiving support under this grant:

1. 85 percent will complete the NETWork program and continue working towards graduation.
2. 65 percent of the program completers will enter a vocational job training program.
3. 50 percent of the NETWork completers who enter a vocational training program will enter a job training program that is nontraditional for their gender and enables them to earn $5.50 per hour.

VBO

Of the VBO participants who receive support under this grant:

1. 85 percent of students who start the section of the curriculum on business plan development (Phase 2) will complete the program.
2. 100 percent of those who complete the program will develop a business plan and submit it to two or more qualified business professionals for review.
3. 75 percent of graduates will start a business, enter employment, or pursue additional education or training related to their areas of entrepreneurial interest within 3 years of completing the program.
EQUITY

All Sex Equity programs will provide preparatory services, child care, transportation, tuition, or vocational education programs, services, and/or activities that are designed exclusively to enable the eligible participants to enter nontraditional, traditional, or higher than average wage occupants.

All Sex Equity programs will provide programs, services, as applicable, comprehensive career guidance and counseling or activities that eliminate sex and stereotyping in secondary or postsecondary vocational education.

All Sex Equity programs that provide supplementary services will serve exclusively those eligible participants who enter nontraditional or higher than average wage occupations.

All Sex Equity programs will have eligible participants develop an individual career plan.

All funded Sex Equity programs will provide all grant participants with information on vocational education programs, related support services, and career counseling.

All funded Sex Equity grants will demonstrate effectiveness in providing services in time of cost and quality to eligible participants.
100% of Single Parent/Displaced Homemaker/Single Pregnant Women programs will emphasize assisting individuals with the greatest financial need and will give special consideration to serving displaced homemakers who because of divorce, separation, or the death or disability of a spouse to prepare for paid employment.

All Single Parent/Displaced Homemakers/Displaced Homemakers/Single Pregnant Women programs will provide all grant participants with information on vocational education programs, related support services, and career counseling.

All Single Parent/Displaced Homemakers/Single Pregnant Women programs will provide supportive services including child care, transportation, and tuition and to assert individuals to enter nontraditional or higher than average wage occupations or training programs.

All funded Single Parent/Displaced Homemakers/Single Pregnant Women grants will demonstrate effectiveness in providing services in time of cost and quality to eligible participants.
AGENDA FOR COMMITTEE TO REVIEW DRAFT PERFORMANCE STANDARDS FOR PROGRAMS RECEIVING FUNDS FROM SEX EQUITY, SINGLE PARENTS, DISPLACED HOMEMAKER, AND SINGLE PREGNANT WOMEN GRANTS

10:00-10:15 Welcome and Introductions--Morgan V. Lewis, Center on Education and Training for Employment, College of Education, Ohio State University

10:15-10:30 Purpose of Meeting--Connie M. Blair, Division of Vocational and Career Education, Ohio Department of Education

10:30-11:00 Discussion of Performance Standards--Morgan V. Lewis

11:00-12:30 Review of Proposed Standards

12:30-1:00 Break for lunch; lunch provided

1:00-2:30 Review (continued)
PARTICIPANTS--MARCH 25, 1992

Janet Cameron
Columbiana Career Center
9364 State Route 45
Lisbon, OH 44432

Brenda Cooper
Guernsey-Noble Career Center
57090 Vocational Road
Senecaville, OH

Linda Covell
Franklin Pre-Release Center
1800 Harmon Avenue
Columbus, OH 43223

Portia Davis
North Adult Education Center
100 Arcadia Avenue
Columbus, OH 43202

Cathy Fowler
SDA 17
Private Industry Council
P.O. Box 230
Circleville, OH 43113

Pete Maneff
Northwest Career Center
2960 Cranston Drive
Columbus, OH 43017

Meredith Martin
Licking County JVS
150 Price Road
Newark, OH 43005

Maria Phillips
Polaris Career Center
7285 Old Oak Boulevard
Middleburg Heights, OH 44130-3375

Carol Shaw
Greene County JVS
2960 W. Enon Road
Xenia, OH 45385-9545

Sheila Sternecker
Medina County Career Center
1101 West Liberty Street
Medina, OH 44256

Helen Ann Sweeney
Ohio Department of Human Services
30 East Broad Street
Columbus, OH 43215

Kathy Thomas
Franklin Pre-Release Center
1800 Harmon Avenue
Columbus, OH 43223

Louise Vetter
1111 Sunny Hill Drive
Columbus, OH 43221-2334

Fatima Weathers
National Tradeswomen's Network
Polaris Career Center
7285 Old Oak Boulevard
Middleburg Heights, OH 44231-3375

Lois White
Max S. Hayes Vocational High School
4500 Detroit Road
Cleveland, OH 44102

Steve Winegardner
Fairfield Career Center
400 Columbus-Lancaster Road, NW
Carroll, OH 43112

Shirley Wolf
Lima City Schools
515 S. Calumet Avenue
Lima, OH 45804
PROPOSED CSS/EQUITY STANDARDS

Comprehensive Support Services Grant

Adult

Of the adult students receiving comprehensive support services under this grant:

1. 100 percent will enter ABE/GED, return to high school for a diploma, or enter a vocational training program.

2. 50 percent will complete a job training program and obtain employment in a related field earning a minimum of $6.25 per hour within six months.

3. 25 percent will enter either a job-specific training program or occupation that is nontraditional for their gender, to be determined at six months and one year following their exit from the program.

4. 25 percent of public assistance recipients who receive CSS dollars and complete a job-specific training program will eliminate or reduce public assistance in any of these areas: cash, housing subsidy, medical, and/or food stamps.

5. 85 percent of those individuals receiving CSS monies while attending ABE/GED to receive a GED must receive their GED within 2 years.

Secondary

Of the secondary students receiving comprehensive support services under this grant:

1. 85 percent will graduate high school or be promoted to the next grade.

2. 25 percent will enter a nontraditional vocational training program.

3. 50 percent of those completing specific-job training programs will obtain employment in a field relating to their training and earn a minimum of $5.50 per hour within 6 months of graduation.
**ONOW**

*Of the ONOW participants who are receiving support under this grant:*

1. 100 percent who do not have a high school diploma or GED will enter ABE/GED training.

2. 70 percent of graduates will complete ABE/GED training and or enter a nontraditional job-training program, apprenticeship, or nontraditional employment.

3. 90 percent of graduates who enter a full-time training program will complete their training and obtain related employment.

**Displaced Homemakers and GOALS**

*Of the Displaced Homemakers and GOALS participants who are receiving support under this grant:*

1. 80 percent who do not have a high school diploma will enter ABE/GED training or return to high school.

2. 70 percent of the program graduates will complete their ABE/GED training, enter a job-training program, or enter employment.

3. 15 percent of graduates will enter a nontraditional occupation or enter an occupation that enables them to eliminate or reduce public assistance: cash, housing subsidy, medical, and/or food stamps.

**NETWork**

*Of the secondary NETWork participants receiving support under this grant:*

1. 85 percent will complete the NETWork program and continue working towards graduation.

2. 65 percent of the program completers will enter a vocational job training program.

3. 50 percent of the NETWork completers who enter a vocational training program will enter a nontraditional job training program that enables them to earn $5.50 per hour.
VBO

*Of the BVO participants who receive support under this grant:*

1. 50 percent of graduates will start a new business within three years of completing the program.

2. 50 percent of graduates will be entering a nontraditional occupation, that of business owner, within three years of completing the program.
PROPOSED CSS/EQUITY PERFORMANCE STANDARDS

Comprehensive Support Services Grant

Adult

Of the adult students who receive comprehensive support services under this grant:

1. 100 percent will enter ABE/GED, return to high school for a diploma, or enter a vocational training program.

2. 50 percent will complete a job training program and obtain employment in a related field earning a minimum of $6.25 per hour within six months.

3. 25 percent will enter either a job-specific training program or occupation that is nontraditional for their gender, to be determined at six months and one year following their exit from the program.

4. 25 percent of public assistance recipients who receive CSS funding and complete a job-specific training program will eliminate or reduce reliance on any of the following types of public assistance: cash, housing subsidy, medical insurance, and food stamps.

5. 85 percent of individuals receiving CSS funding while attending GED classes will receive their GED certificate within 2 years.

Secondary

Of the secondary students who receive comprehensive support services under this grant:

1. 85 percent will graduate high school or be promoted to the next grade.

2. 25 percent will enter a nontraditional vocational training program.

3. 50 percent of those completing specific-job training programs will obtain employment in a field relating to their training and earn a minimum of $5.50 per hour within 6 months of graduation.
**ONOW**

*Of the ONOW participants who receive support under this grant:*

1. 100 percent who do not have a high school diploma or GED will enter ABE/GED training.

2. 70 percent of graduates will complete ABE/GED training and/or enter job-training programs, apprenticeships, or employment that are nontraditional for their gender.

**Displaced Homemakers and GOALS**

*Of the Displaced Homemakers and GOALS participants who receive support under this grant:*

1. 80 percent who do not have a high school diploma will enter ABE/GED training or return to high school.

2. 70 percent of the program graduates will complete their ABE/GED training, enter a job-training program, or enter employment.

3. 15 percent of graduates will enter a non-traditional occupation or enter an occupation that enables them to eliminate or reduce reliance on any of the following types of public assistance: cash, housing subsidy, medical insurance, and food stamps.

**NETWork**

*Of the secondary NETWork participants receiving support under this grant:*

1. 85 percent will complete the NETWork program and continue working towards graduation.

2. 65 percent of the program completers will enter a vocational job training program.

3. 50 percent of the NETWork completers who enter a vocational training program will enter a job training program that is nontraditional for their gender and enables them to earn $5.50 per hour.
VBO

Of the VBO participants who receive support under this grant:

1. 90 percent of those who initially enroll will complete the program.

2. 100 percent of those who complete the program will have developed a business plan suitable for submission to possible funding sources.

3. 50 percent of graduates will start a new business within three years of completing the program.

4. 50 percent of graduates will enter a nontraditional occupation, that of business owner, within three years of completing the program.
SUMMARY OF COMMENTS RECEIVED ON PERFORMANCE STANDARDS DRAFT OF APRIL 2, 1992

Comprehensive Support Services Grant

We received no comments on the adult or secondary standards for Comprehensive Support Services Grants.

ONOW

We received no comments on the ONOW standards.

Displaced Homemakers and GOALS

Standard 1:

Enclosed is a copy of the last standard I have on file (1988). I still believe that 80 percent is unrealistic. We were told the standards at the meeting were not higher than current standards. Maybe I missed something! [A copy of the standard cited is attached.]

85 percent would be better.

Insert the following after diploma: "and who have necessary support services (i.e. transportation, child care)"

Standard 2:

Should be higher, maybe 80 percent.

NETWork

When are these to be effective?

Standard 2:

OK unless the high school/guidance counselors steer them away from vo ed.
Standard 3:

Much as I'd like to see this, [50 percent] I think it may be too high.

This is a rather high standard for a new program. When the "newness" wears off, it will realistic as I will only be recruiting those females who are truly interested in nontrad.

VBO

We received three nearly identical letters concerning these standards. A copy of one is attached.

Standard 3:

Any kind of business?

Standard 4:

Standards 3 and 4 seem to be the same to me. (2 responses)

How do 3 and 4 differ?

Three of the panel members returned their copies of the standards with no comments.
Course Completion--Students are permitted to remain enrolled in the program for two years in order to complete ABE/GED instruction. A student is considered to have completed the GOALS program upon finishing the 100-hour Life Skills class.

Participant Outcomes--Upon completion of the GOALS program, a participant follow-up is to be conducted as outlined in the Single Parent and Homemaker Accountability Requirements. A combined minimum of 60 percent must be enrolled in occupational training or ABE/GED remediation or must have secured employment. (See chart below.) Areas of training and employment must be reported on the follow-up.

<table>
<thead>
<tr>
<th>Unit Approved</th>
<th>Minimum Enrolled ABE/GED or Employed at 60%*</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.00</td>
<td>36</td>
</tr>
<tr>
<td>1.11</td>
<td>48</td>
</tr>
<tr>
<td>1.22</td>
<td>48</td>
</tr>
<tr>
<td>1.33</td>
<td>48</td>
</tr>
</tbody>
</table>

*Participants may be counted in one category only.

Personnel

To teach the GOALS program, a person must

- Hold a standard vocational teaching certificate in home economics
- Hold a baccalaureate degree in home economics
- Be eligible for a one-year adult certificate
- Have a minimum of one year of related employment

In addition, the individual should demonstrate

- Human relations, family management, and counseling skills
- Organizational and communication skills

The coordinator and/or instructor must be approved through the Home Economics Education Service, Division of Vocational and Career Education, Department of Education. Submit Form VE-36 for evaluation of new teachers to the Home Economics Education Service, Division of Vocational and Career Education, Department of Education, 65 South Front Street, Room 912, Columbus, Ohio, 43266-0308. Only one coordinator and/or instructor may be approved for each VE-21. Depending on the level of unit funding, the coordinator and/or instructor must be employed within the fiscal year for a minimum of 36 to 48 weeks at 25 hours per week.
April 21, 1992

Morgan V Lewis, Research Scientist
1900 Kenny Road
Columbus, Ohio 43210-1090.

Dear Mr. Lewis

Reference: Phone Call of 4/21

In reviewing the revised standards you asked that we make any changes that are needed. I will list these below:

1. I object to the 90% will complete the program. When clients sign up they do so to find out if business is for them. Many find that this is not the right field. We were told previously to concentrate our efforts on only those dedicated. In phase II, which begins on the 11th class the most to complete would be 80%.

2. I object to the 100% will have business plans suitable for submission to possible funding sources. Less than 4% are funded by outside sources. We have no small loan funding to offer. Our services are targeted. Many of our people have a negative net worth. I do believe they should have a plan for their business. A plan to aid them to achieve their goals. I object to the "suitable for submission to possible funding sources at 100%"

3. I object to the three year limit. With the targeted clients we work with the three years are going to be questionable.

4. My objection to #4 should read and perhaps be incorporated into #3. 50% of graduates will enter a nontraditional occupation or begin a business within 3 years of completing the program.

Please take this into consideration.
MEMORANDUM

DATE: June 16, 1992

TO: Mikel Monnet (FAX 292-9350)

FROM: Morgan Lewis

SUBJECT: Conference Call Request

DIST: C. Blair
        (FAX 644-5702)

We have had another change in one of the telephone numbers for the conference call I have scheduled on Friday, June 19, 1992 at 1:30 p.m. This memorandum lists the correct numbers as of this date.

    Morgan Lewis 4-7694
    Connie Blair (614) 644-6238
    Dee Sturgill (614) 466-1881
    Brenda Cooper (614) 685-2516
    Sheila Sternecker 4-7692
    Janet Cameron (216) 222-1837

Please add the individuals to the call in the order listed.

This call should be charged to my authorization code 114719.
Proposed Performance Standards for VBO:

1. 85 percent of those who start the business plan development section of the curriculum (Phase 2) will complete the program.

2. 100 percent of those who complete the program will develop a business plan and submit it to 2 or more qualified business professionals.

3. 75 percent of graduates will start a business, enter employment, or pursue additional education or training related to their areas of entrepreneurial interest within 3 years of completing the program.