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# The Effect of Federal Monies on Reimbursed Cooperative Programs versus Non-Reimbursed Programs for Disadvantaged Youth in Selected Secondary Schools in Virginia

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THE EFFECT OF FEDERAL MONIES ON REIMBURSED  
COOPERATIVE PROGRAMS VERSUS NON-REIMBURSED  
PROGRAMS FOR DISADVANTAGED YOUTH IN SELECTED  
SECONDARY SCHOOLS IN VIRGINIA

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A RESEARCH REPORT PRESENTED TO  
DR. JOHN M. RITZ  
OLD DOMINION UNIVERSITY

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IN PARTIAL FULFILLMENT FOR THE REQUIREMENTS  
OF  
MASTERS OF SCIENCE DEGREE,  
SECONDARY EDUCATION

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BY: LUTHER L. ATHA JR.  
MAY, 1979

This research paper was prepared by Luther L. Atha Jr.  
under the direction of Dr. John M. Patterson in Education 636,  
Problems in Education. It was submitted to the Graduate  
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for the Degree of Masters of Science in Education.

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4-30-79

Date

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Graduate Program Director

4-30-79

Date

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Also, special thanks is given to Mrs. June Hartell, Teacher-Coordinator at Falls Church High School, Fairfax County, Virginia, and to her entire Work Experience Cooperative Education Program. Without the help of the above people, this study would not have been completed.

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## Chapter 1

### INTRODUCTION

The Education For Employment Program has been in operation at S. H. Clarke Vocational Training Center, Portsmouth, Virginia since 1975. The program is funded by monies from Title I of the Comprehensive Employment and Training Act of 1973 (CETA). During the three (3) years of existence, the program has proven to be quite successful.

The EFE Program was set up as a two year work study program for potential dropouts, because of their inability to perform successfully in a traditional vocational program. The EFE program is a modified Disbributive Education Program designed for socio-economically disadvantaged youth. The curriculum for the EFE program places major emphasis on preemployment skills that are necessary for the student to be able to obtain employment and maintain a self-supporting life.

### STATEMENT OF PROBLEM

The purpose of the study is to show that non-reimbursed, disadvantaged co-op programs in selected secondary schools in Virginia are successful without federal monies and that the federal reimbursement is not necessary for the success and existence of the EFE program at S. H. Clarke Vocational Training Center.

## DEFINITION OF TERMS

Comprehensive Employment and Training Act 1973 (CETA), this is legislation to provide monies for job training and employment opportunities for economically disadvantaged, unemployed and underemployed persons.

Cooperative Programs are work study programs offered through the secondary school allowing the student to attend school and work in a related occupation.

Disadvantaged those persons who are either on welfare or their income falls below the designated amount set by the Department of Labor as below the poverty level.

Education For Employment (EFE), this is a program designed for students who because of their present inaptitudes appear unable to complete an academic program or any of the existing vocational cooperative programs successfully. (Davis 1975).

Federal Reimbursed Program are all those EFE programs in the secondary school that receive monies from CETA to operate a cooperative work program.

Work Experience Education Program (WECEP) a work study program designed for socio-economically disadvantaged students to increase their self-concept and job awareness. These students receive credit for their participation in this program.

Falls Church High School a comprehensive secondary high school located in Fairfax County, Virginia.

S. H. Clark Vocational Training Center is a comprehensive secondary vocational school located in the City of Portsmouth, Virginia, designed for disadvantaged youth ranging from ages 14 to 18 years of age.



Teacher-Coordinator is the title given to the teacher who has the responsibility of job placement and coordinating the cooperative program at the vocational center.

Title I (CETA) is the portion of CETA directed at all persons who are economically disadvantaged, unemployed or underemployed. It provides for the development and creation of job opportunities and training, education and other services needed to enable individuals to secure and retain employment.

#### LIMITATIONS

This study was limited to two selected secondary schools in Virginia. The comparison between one federally reimbursed program at S. H. Clarke V. T. C. and one non-reimbursed program at Falls Church High School. Both programs involved in the study were concerned with socio-economically disadvantaged youth. The study was limited to a determination of the effect federal money has on the success of the reimbursed program.

## Chapter 2

## REVIEW OF RELATED LITERATURE

A review of the literature related to CETA and the different types of programs it sponsors, revealed information showing the effectiveness of federal monies on programs for the disadvantaged and unemployed. However, much of the information gathered deals with the relationship between the U. S. Department of Labor and Vocational Education.

According to Lund, (1976) the relationship between vocational education and the Department of Labor Manpower Programs has always been less than comfortable. This unfortunate relationship has remained and in many instances, resulted in out-and-out distrust since the passage in 1973 of the Comprehensive Employment and Training Act (CETA). He maintained that the unfortunate result has been a standoff between two strong and viable programs with closely related goals which should be complementing each other.

Lehrmann, (1977) reports in his article "Youth Unemployment Voc Ed as Partner or Reactor?", found in a study done by the National League of Cities and the U. S. Conference of Mayors, that CETA and vocational education coordination has improved in the last several years after a very slow start.

In his opening address at the 71st Annual Vocational Convention, Assistant Secretary of Labor for Employment and Training Green, (1978) promises a closer working relationship between Labor Department employees and vocational educators when conducting programs under CETA and its amendments, the Skilled Training Improvement Program, the Youth Employment and Demonstration Act, and similar statutes.

Travis, (1975) in his work titled "The Vocational Education Programs Funded by CETA", reports vocational education has a job to do under the Comprehensive Employment and Training Act. The vocational programs funded by CETA, have the best potential for meeting the needs of a segment of the population not served by any other program.

Richmond, (1978) reported that there is a dual system of training in America. One part of that system is operated by the private sector and is private. The other part of the training system in America is publicly owned and operated. The major actors on the public side of training are CETA manpower agencies and the public schools.

Green, (1978) states exciting things are happening where prime sponsors realize that vocational education has a tremendous potential for meeting local needs, a long history of designing and implementing worthwhile programs where community vocational leaders understand how CETA works and how vital a contribution it is to local decision making.

In Arkansas according to Hardin, (1978) the five percent allocation is known as VESA-CETA (Vocational Education Set-Aside Funds Under the Comprehensive Employment and Training Act), and is administered by the Exemplary Section of the Vocational Technical and Adult Education Division. He determined that it is this application of CETA money, far from common among other states, that has resulted in new and varied programs for the unemployed and disadvantaged.

Hardin, (1978) also cites some of the new programs under VESA-CETA. One such program is the Employability Skills Program.

This is a vocational service designed to help individuals acquire the skills needed to get a job in a chosen occupation. This program has proven to be quite successful and helpful to disadvantaged seniors who are learning job skills but may be having difficulty with the everyday problems of finding and holding a job. A second program which is a co-op program is titled Phase 36. This program is designed especially for high school dropouts 16 years of age or older. Among other programs established in Arkansas with VESA-CETA funds are these:

Employment Orientation, a course for adults who have been unable to get or keep a job because of work habits.

Career Development Centers, provide students or teachers with resource material or career information.

Upgrade, a special program offered by the states 23 postsecondary vo-tech schools to help disadvantaged persons who are locked into low-paid jobs, or who according to CETA guidelines are underemployed.

As can be seen, the Vocational, Technical, and Adult Education Division in Arkansas is putting CETA set-aside to good use in serving the vocational education needs of the state. This work shows that the cooperation between vocational education and CETA is not a problem in Arkansas.

In a series of articles which ran in the Richmond Times Dispatch, Whitley, (1978) reports the federal government is paying workers in Richmond, Virginia to clean Monument Avenue, raise vegetables, and write a history of Orange County. These workers are hired through the public service employment program of the Comprehensive Employment and Training Act. Also, CETA workers

are conducting tours in Charlottesville, Virginia, guarding Chesterfield County Airport, and helping teach retarded children in Richmond Public Schools.

In an interview Sasser, (1978) states CETA funds provide employment for 1 percent of the labor force in the City of Portsmouth, Virginia. These funds provide employment for city workers in the Parks and Recreation Department, City Garage, and the Sanitation Department to name a few. She also added that, federal monies support special programs enabling employment in private sector businesses such as the South Side Project and the Youth-In-School Program at S. H. Clarke Vocational Training Center. These funds have reduced unemployment and provided job training for many.

#### State Programs Not Receiving Federal (CETA) Reimbursement

Jensen, (1976) reports a study conducted by the Bureau of Special Programs in the State of New Jersey Division of Vocational Education showed that 23 percent of the state's entire student population grades 7 through 12 were disadvantaged, and figures reported in 1976-77 New Jersey State Plan indicated that 75 percent of these disadvantaged students do not find access to any kind of vocational program.

Anderson, (1977) in his article titled "Jobs for Special Needs Students", reports that disadvantaged young people in Kansas City, Missouri, have discovered that job opportunities are a reality. With the unique training programs in 22 different areas provided by their school districts, these students are emerging with the hands on experience necessary for job entry. A survey

showed that a number of businesses were willing to employ youth who had successfully completed vocational training.

Johnson, (1977) in his study found that Sycamore, Illinois, high school students were experiencing a co-op program that is extending skill training. The program is an integral part of the over-all educational plan and not a add-on to the curriculum. The program is divided into two areas; Orientational Clusters and Co-op Programs. The program is funded with the usual state vocational funds. Nearly 85 percent of the student body is enrolled in either orientation or preparation courses each year. Green also states that follow up studies reveal that 70 percent of these students indicate that their current jobs are directly related to their cooperative training in high school.

In summary, the impact of the federal money for the disadvantaged can be of benefit to both the public school and the localities they serve. These monies can provide training and skills needed to carry out a normal self supporting life. The unemployment rate can be reduced and better qualified workers can be made ready for the world of work. However, this is not to say that those programs that are not receiving federal monies are not doing an effective job. The author is indicating that the extra dollars can allow the schools and the localities more money to implement new programs to meet the needs of the disadvantaged youth of today. In addition, after a careful search, I found no research which determined the effect CETA money had on the program at S. H. Clarke Vocational Training Center.

## Chapter 3

### Methods and Procedures

The purpose of this chapter is to explain the procedure used to collect the data found in this research report. The purpose of the study was to determine what effect federal monies have on the success of co-op programs for the disadvantaged in selected secondary schools in Virginia.

#### A. Preparing the Instrument

In order to obtain the information needed to determine the effect of federal money, a ten question survey was developed. The survey would enable the researcher to show how closely related the two programs were even though they have different titles, but deal with the same type of population. Also, when developing the survey form, it was taken into consideration the time required of the teacher-coordinator filling out the survey form. All questions asked were things that the teacher-coordinator would not have to use valuable time involving research. The intended purpose was to gain the necessary information telling the type of program, types of job training being received by the students, numbers of students employed in these jobs, and to determine if the program was receiving federal money.

#### B. Data Collection

The survey form was used at the two selected schools to collect the data for the comparison. The two schools used were S. H. Clarke Vocational Training Center as a reimbursed program, and Falls Church High School which is a non-reimbursed program.

The survey served a dual purpose. First, it showed what

effect, if any that federal money has on co-op programs for the disadvantaged. Second, it showed the importance of having a co-op program at S. H. Clarke Vocational Training Center regardless of the type of funding used.

Once the survey form was developed and approved, Falls Church High School was selected to participate in the study. The teacher-coordinator was contacted by telephone asking if that program would participate. Upon agreement by the teacher-coordinator in Falls Church, the researcher then set up an appointment to visit the classroom and talk to the students. Also, the survey form was taken and left for the teacher-coordinator to complete and return to the researcher.

At the time of the appointment, the researcher was given a tour of the vocational area of the school and was given a brief outline of how the Falls Church School program operated. After this brief orientation, the researcher then explained to the teacher-coordinator exactly what things would be done with the information gathered and the intended purpose of the data collected.

After a lengthy discussion with the teacher-coordinator, the researcher was granted time to talk with the students as a group and then to each student individually. Each of the students told the researcher their name, age, type of position, length of employment and salary.

### C. Population

The populations of both groups have been designated as socio-economically disadvantaged. The range for both groups is 14-17 years of age. Both programs enrollment was made up of minorities, either black or other national origins. All students



enrolled in the two programs are at least two or three years behind in their school performance.

D. Data Analysis

A complete analysis of the data collected will be discussed in Chapter 4 of this research report. A thorough explanation of the data collected from the survey form will be discussed and explained through the use of charts and tables developed as a result of the responses to the survey form.

## Chapter 4

### Findings

The purpose of this chapter is to present the data determined by research conducted during the course of the study. The data described is concerned with the results of a survey administered to students described in the population.

In order to determine the success of cooperative programs for the disadvantaged, it was necessary to examine the effect federal monies would have on their existence.

The first question on the survey was the name of the participating school. This was to aid in any future follow up of this research report or ones similar. The two selected secondary schools participating in the study were S. H. Clarke Vocational Training Center and Falls Church High School.

The second response was the location of the schools. This was to show that the information collected came from secondary schools located in Virginia. S. H. Clarke V. T. C. is located in Portsmouth, Virginia and Falls Church High School is located in Fairfax County, Virginia.

Question three asked for the type of program being offered to the disadvantaged youth. The program at S. H. Clarke V. T. C. is a non-credited cooperative work program. Falls Church High School offers a credited work study cooperative program to the disadvantaged students.

The fourth question asked the teacher-coordinator to give the average grade attained by the participants in the program. The purpose of this question was to show the educational backgrounds of the students in both groups. It was determined by the

researcher that a grade range from 4th grade level to 8th grade level would be found at S. H. Clarke V. T. C.. The average for the total school concerning grade attained was 6th grade. However, there are students attending S. H. Clarke V. T. C. that have been in Special Education Programs and students that previously attended special non-graded schools that were not figured in the average grade attained for the S. H. Clarke Program. The average grade attained at Falls Church High School for the WECEP program was 9th grade level. (TABLE 1)

	Range	Average Grade
S. H. Clarke V. T. C.	4-8	6
Falls Church High School	9	9

The fifth question asked for the age range of the students from both groups. The data collected from the survey form showed that the average age of the two groups ranged from 14-17 years of age and the average being 15.5 years of age. (TABLE 2)

	Range	Average Age
S. H. Clarke V. T. C.	14-17	15.5
Falls Church High School	14-17	15.5

Question number six was to determine if the program was federally funded by CETA or any other federal agency. The purpose of this was to show that the Clarke program received federal money for the purpose of reimbursing the employers a portion or all of the training expense incurred during the students employment. However, the Falls Church program does not receive any federal

assistance for the purpose of reimbursing employers any cost incurred during the training period of employment by the student.

The seventh question of the survey asked if the program was a cooperative work program. If yes, the teacher-coordinator was asked to list the types of jobs that the students were currently employed. (TABLE 3A, 3B)

The eighth question concerns the number of students enrolled in the particular program. This information was used to determine the percentage of students employed. This helped the researcher show the success of the two programs and what effect the federal monies had on the reimbursed program versus that of the non-reimbursed program. The data reported on the survey indicated that there were 27 students enrolled in the Youth-In-School Program at S. H. Clarke V. T. C.. Of the 27 enrolled, there were 22 students working as a result of the CETA funds and 5 students that were not employed. In addition to those students participating in the Youth-In-School Program, there were 7 students employed in the Norfolk Naval Shipyard, Portsmouth, Virginia, as a result of the President's Stay In School Program. These students were not considered a part of the Youth-In-School Program. The Falls Church program has an enrollment of 16 of which 13 of the students were employed in private sector jobs. (TABLE 4)

	Employed	Unemployed	Percent
S. H. Clarke V. T. C.	22	5	81.48
Falls Church High School	13	3	81.25

TABLE 3-A

Types of Employment  
S. H. Clarke V. T. C.

<u>Job Type</u>	<u>Number</u>	<u>Percent</u>
Food Service	6	.24
Maintenance	4	.16
Retailing	3	.12
Recreation	2	.08
Warehousing	4	.16
Clerical	1	.04
Horticulture	5	.20

TABLE 3-A shows the types of jobs the students at S.H. Clarke V. T. C. are presently receiving training in as a result of the CETA funds being used for the Youth-In-School Program. The column labeled number shows the number of students that are presently working in the job classification listed at the left. Also, shown in column three is the percentage by classification of the total student employment.

TABLE 3-B

Types of Employment  
Falls Church High School

<u>Job Type</u>	<u>Number</u>	<u>Percent</u>
Day Care Center	1	.08
Food Services	8	.61
Cashier	1	.08
Petroleum	2	.15
Retailing	1	.08

TABLE 3-B shows the types of jobs the students at Falls Church High School are presently receiving training. The column labeled number shows the number of students working in that job classification. The column marked percent shows what percent of the working students are receiving training in that job classification.

The ninth question asked for a break-down of the working students by gender-racial classification. The purpose was to show the number of males, females, by race that are employed by the programs. (TABLE 5)

TABLE 5 Gender-Racial Classification

S. H. Clarke V. T. C.		Falls Church High School	
Black Male	16	Black Male	1
Black Female	5	Black Female	0
White Male	1	White Male	10
White Female	0	White Female	5

The final question asked for the name of the person responding to the survey form. The purpose of this question was to aid in any further follow-up concerning this study. Information obtained from this question was shown in the Bibliography of the report.

In summary, this section has presented the method and the findings collected by the survey form. The final interpretation of the data collected will be explained in detail in Chapter 5.

## Chapter 5

### Summary, Conclusions, And Recommendations

The purpose of Chapter 5 is to give the final analysis of the data collected in this research report. It is divided into three sections; summary, conclusions, and recommendations.

#### Summary

The purpose of the research report was to see what effect federal monies would have on the success of a cooperative work program for the disadvantaged. A comparison between a federally funded program versus a non-funded program was made to determine what effect federal money would have on the program's success.

#### Conclusions

Based on the data collected from the survey form discussed in Chapter 4, the researcher was able to arrive at two conclusions.

The first conclusion made by the researcher is that the federal money has very little effect on the success of the co-op program. As shown by the analysis of the data reported out from the survey, Chapter 4, TABLE A, B, there was not a significant difference in the employment and unemployment rate percent of the two groups. The employment rate at S. H. Clarke V. T. C. reported out to be 81.48 percent, and an unemployment rate of 18.52 percent. The employment rate for Falls Church High School was 81.25 percent, with an unemployment rate of 18.75 percent. Based on these figures, it would prove that the federal money would have little or no effect on the success of the reimbursed cooperative program. The money being spent on training cost to the employer in most instances is not necessary.

It is the opinion of the researcher that many local business leaders realize the importance of job training for disadvantaged



youth and therefore are willing to work with teacher-coordinators in providing job training for these youth. The success of the Falls Church High School WECEP program must be contributed to the well established program and the rapport that has been set by the teacher-coordinator of that school. The results of the Falls Church High School Program is proof that the federal money is not necessary for the success of the program. It is the opinion of the researcher that the success of the EFE Program at S. H. Clarke V. T. C. is not entirely due to the federal money received for reimbursement of training cost to the participating employers in the private sector. However, federal money is the key factor for job development and training provided to the students in the public sector. Through the aid of CETA dollars, students have been able to receive work experience in the public schools. With the federal money, students were placed in the public schools at no expense to the school system. All salaries were paid through CETA funds.

The second conclusion made from the data collected, is that federal money is not necessary for the existence of the EFE Program at S. H. Clarke V. T. C.. It is the opinion of the researcher and the teacher-coordinator at S. H. Clarke that the business community would continue to work with the school, the teacher-coordinator, and the students to provide meaningful work experience.

In conclusion, regardless of where the funding for the EFE Program at S. H. Clarke Vocational Training Center comes from, the evidence shows that there could still exist a successful cooperative program for the disadvantaged students in that school.

### Recommendations

It is recommended for future studies concerning this research topic that more than two programs for the disadvantaged be included. The researcher recommends that one of the two programs, be a federally reimbursed and the other one be non-reimbursed. In addition to a comparison being made of the reimbursed program versus the non-reimbursed program, additional data can be collected concerning the effect the federal money has on the success of the two reimbursed programs.

It is suggested that Lane High School, Charlottesville, Virginia and Maggie Walker High School, Richmond, Virginia, be considered for the two additional schools to be added to the study, the later being federally funded. These schools were suggested because of their similarity to the original population used in this research report.

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## Appendices

349 Bute Street  
Apartment A-1  
Norfolk, Virginia 23510

Mrs. June Hartell  
Falls Church High School  
Fairfax, Virginia 22030

Dear Mrs. Hartell:

I am a graduate student at Old Dominion University, Norfolk, Virginia, working on a Masters of Science Degree in Education. My research project is a study on the effects of federal money on reimbursed, disadvantaged co-op programs versus non-reimbursed programs.

Enclosed please find a survey form asking for information about your program and a self-addressed stamped envelope. I would appreciate your assistance in completing the survey and returning it to me at the earliest possible date.

Your cooperation and time will be greatly appreciated.

Thank you,

Pete Atha  
EFE-CETA  
Coordinator

Disadvantaged Youth  
Program Survey

1. Name of school \_\_\_\_\_
2. Location (city, state) \_\_\_\_\_
3. Type of program \_\_\_\_\_
4. Average grade level of achievement of student \_\_\_\_\_
5. Age range of students \_\_\_\_\_
6. Is the program federally funded under CETA? Yes \_\_\_\_\_ No \_\_\_\_\_
7. Is the program cooperative? Yes \_\_\_\_\_ No \_\_\_\_\_

If yes, list the types of jobs the students are placed in:

- |    |     |
|----|-----|
| 1. | 6.  |
| 2. | 7.  |
| 3. | 8.  |
| 4. | 9.  |
| 5. | 10. |
8. Number of students in the program \_\_\_\_\_
  9. Gender-Racial classification: Working students
 

White males _____	Black males _____
White females _____	Black females _____
  10. Name and title of person making this report.  
\_\_\_\_\_