The National Women’s Law Center released a report in October 2005 entitled *Tools of the Trade: Using the Law to Address Sex Segregation in High School Career and Technical Education*. The *Tools of the Trade* Report analyzed enrollment data for career and technical education (CTE) programs in twelve geographically dispersed states—Arizona, California, Florida, Illinois, Maryland, Massachusetts, Michigan, Mississippi, Missouri, New Jersey, North Carolina, and Washington—and, along with evidence of barriers faced by female students, showed that in every region of the country, schools have failed to widen career training opportunities for girls in fields that are nontraditional for their gender.

The National Women’s Law Center produced this Wisconsin Toolkit to focus on enrollment disparities and laws unique to Wisconsin. The Wisconsin Department of Public Instruction provided both data on general enrollment patterns in CTE courses for the 2004-2005 school year and specific information on students concentrating in CTE courses. CTE student concentrator data is particularly informative because it is reasonable to expect that a student who concentrates in a particular area is more likely to pursue a career in the given field. Thus, the consequences for a concentrator whose opportunities to pursue nontraditional training have been limited are particularly severe.

Moreover, the Department of Public Instruction provided data on each gender that were also broken down by race and by economic status. As a result, we were able to analyze not only gender patterns, but also differences among students of the same gender—that is, within each gender, differences between racial and ethnic groups and other special populations.

Following a detailed analysis of Wisconsin CTE student concentrator data, this Toolkit analyzes applicable Wisconsin laws that can be used to address inequities in nontraditional CTE, and provides targeted suggestions for how students, parents, teachers, administrators and other advocates in the state can use these laws to improve equity in CTE programs.

### Wisconsin Toolkit

**What is a Nontraditional Course?**

Nontraditional courses are courses that lead to fields of work, including careers in computer science, technology, and other emerging high skill occupations, for which individuals from one gender comprise less than 25 percent of the individuals employed in each such occupation or field of work.

For the purposes of this report, we use the term *traditional* to refer to one in which one sex accounts for more than 75 percent of workers.

A good resource for identifying nontraditional CTE courses can be found at [http://www.napequity.org/pdf/NontradforfemalesfromBL508-05rev.pdf](http://www.napequity.org/pdf/NontradforfemalesfromBL508-05rev.pdf) [for females] and [http://www.napequity.org/documents/Crosswalk%20nontrad%20for%20males%20SOC-CIP-Paths%202005.xls](http://www.napequity.org/documents/Crosswalk%20nontrad%20for%20males%20SOC-CIP-Paths%202005.xls) [for males].

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The National Women's Law Center's analysis of Wisconsin statewide CTE concentrator data from the 2004-2005 school year shows that girls make up 88 percent of students who concentrate in the traditionally female courses of child care and development and the health professions, but just 18 percent of concentrators in the traditionally male fields of construction and repair, automotive, engineering and science technology, precision production, computer programming and data processing, and agricultural management. These concentration patterns demonstrate that, despite efforts to diversify enrollment and concentration patterns in nontraditional courses, sex segregation in courses that are traditional for one gender or the other still persists in Wisconsin high schools.

In CTE courses leading to some traditionally male occupations, the gender gap is even more pronounced, and female students account for even less than 18 percent of concentrators. In the construction and repair disciplines, for example, male concentrators outnumber females by a rate of nearly twenty-four to one.
II. THE SIZE OF THE CONCENTRATION DISPARITIES VARIATES FOR GIRLS OF DIFFERENT RACES AND ETHNICITIES

As the graphs to the right make clear, girls in each major racial and ethnic group are under-represented in all but one of the nontraditional CTE course categories examined in this Toolkit. However, a closer analysis highlights important differences. Take agricultural management, the nontraditional field with the highest total percentage of female concentrators, for example. Although White female students concentrate in agricultural management at rates near their representation in the relevant student population, Black female students concentrate in agricultural management at 10 times below the rate that might be expected in light of their representation in the relevant student population. And in construction and repair, the nontraditional field with the lowest total percentage of female concentrators, the pattern is reversed: White females are proportionately more under-represented than Black females.

When, as in the charts to the right, female concentrators of different race groups are compared to their representation in the relevant student population, there is one exception to the under-representation of female students in nontraditional course categories—Black females concentrate in computer programming and data processing at 1.5 times their relevant student population.

These differences between female concentrators of different race groups suggest that further research may be warranted to identify reasons for the varying concentration patterns and strategies that might have helped to promote the participation of better represented groups.

B. BLACK FEMALE CONCENTRATORS AND TRADITIONALLY MALE COURSES—NEARING PARITY?

As noted above, Black female concentrators are under-represented in virtually all nontraditional courses when their representation is compared to their presence in the relevant student population. But within the universe of Black females who are concentrating in CTE, the patterns are more complex and contain some potentially good news. This is because Black female concentrators, unlike girls of other races or ethnicities, are better represented in traditionally
male courses than in traditionally female courses. Twenty-two percent of Black female concentrators are in traditionally male courses, whereas only 13 percent concentrate in traditionally female courses. By contrast, 17 percent of Hispanic female concentrators and 18 percent of White female concentrators are in traditionally male courses, compared to a respective 26 percent and 33 percent in traditionally female courses.

Although this trend is promising, it does not obscure the reality that Black female concentrators are in traditionally male CTE courses at rates substantially below what would be expected based on their representation in the relevant student population. Furthermore, a closer analysis of Black female concentration patterns reveals that even where Black females seem to have broken into traditionally male fields in substantial numbers, disparities continue to exist within specific course categories. For example, the data reveal that over three-fourths (78%) of the Black females who concentrate in a traditionally male course are in either computer programming/data processing courses (47%) or in precision production courses (31%). And yet within those course categories, as illustrated in the chart below, Black females are over-represented in data processing and actually under-represented in computer programming. Black females similarly do not concentrate in the precision production series of courses equally—although Black female concentrators are over-represented in training to become graphic and printing equipment operators, they are greatly under-represented in drafting.

These disparities within course categories are troubling even where, as is the case in the computer programming/data processing category, the total levels of representation in the overall category do not raise cause for concern. For one thing, there is a real dollars-and-cents difference in the wages of the occupations to which CTE courses lead. For example, the median hourly salary for drafting occupations ($19.85) is significantly higher than the salary for graphics and printing equipment occupations ($15.60). Thus, Black female concentrators’ continued under-representation in the drafting field has significant economic consequences for them. (Please see Section IV for a further discussion on the economic and societal consequences of CTE concentration patterns.) In addition, where barriers to equitable representation persist, employers, and indeed the entire state, lose out on the multiple perspectives afforded by a diverse workforce. Accordingly, at a minimum the data above should trigger further examination of the factors that contribute to Black female concentration patterns. Such research may not only illuminate the reasons why Black females concentrate in some traditionally male courses but not in others, but may also be useful in encouraging female students of other races and ethnicities to concentrate in traditionally male CTE courses in general.

C. The Extent of Girls’ Over-Representation in Traditionally Female Courses Varies for Girls of Different Races and Ethnicities

Like in traditionally male courses, an examination of student concentration patterns by race, ethnicity, and gender reveals significant differences among female concentrators in traditionally female courses. For example, while Hispanic females and White females concentrate in health professions at almost two times their relevant student population, Black female concentrators are slightly under-represented in health profession courses. This is problematic because, as we explain further in the sections below, the health disciplines provide training for many high-paying, high-growth occupations.

In contrast, girls of all racial and ethnic groups concentrate in child care and development courses at rates that are higher than their representation in their relevant student populations. But Hispanic females are the most over-represented in child care and development—they concentrate at over twice the rate of their relevant student population.
III. THE SIZE OF CONCENTRATION DISPARITIES IS EXACERBATED FOR ECONOMICALLY CHALLENGED GIRLS

A. ECONOMICALLY CHALLENGED FEMALE CONCENTRATORS ARE ALSO UNDER-REPRESENTED IN TRADITIONALLY MALE COURSES AND OVER-REPRESENTED IN TRADITIONALLY FEMALE COURSES

Like their non-economically challenged peers, economically challenged female concentrators are under-represented in traditionally male courses and over-represented in traditionally female courses. There is one notable exception—economically challenged female concentrators are in the agricultural disciplines at a rate that is slightly higher than their representation in the relevant student population.

Like Black female concentrators in the computer programming and data processing fields, the distribution of economically challenged female concentrators in the agriculture field also is uneven—approximately two-thirds of the economically challenged female concentrators in that field are in either agriculture business and management or animal sciences classes. They remain dramatically under-represented in the other twelve course offerings that make up this course category. Again, further research is warranted to better pinpoint the reasons for these disparities.
Nearly 17 percent of all economically challenged female concentrators are in child care and development courses in Wisconsin. Indeed, more economically challenged female students concentrate in child care and development than in all traditionally male courses combined. By comparison, only 11 percent of female concentrators who are not economically challenged concentrate in child care and development courses. This poses significant economic issues for these economically vulnerable girls since, as we show below, child care workers are the lowest paid of any workers in a traditionally male or traditionally female field. It also distinguishes economically challenged female students from their economically challenged male peers. While these male students also pursue courses that are traditional for their gender—over two-thirds (68%) of economically challenged male concentrators in Wisconsin are in traditionally male courses—these courses lead to higher-paying occupations that can better enable students to support their families.

IV. SEX SEGREGATION IN CTE HARMs STUDENTS AND EMPLOYERS IN THE STATE OF WISCONSIN

The CTE student concentrator disparities above are troubling not only because of the underlying barriers to which they point, but also because of the negative effects they produce that will continue to shape students’ lives well beyond their high school years. In particular, the concentration patterns have critical implications for the economic security of girls. This is because the traditionally female fields into which large numbers of girls are being funneled pay substantially lower wages than nontraditional fields. As the chart below comparing traditionally female and traditionally male occupations shows, there is over a $9 per hour gap between the highest paid traditionally male occupation and the highest paid traditionally female occupation. And there is almost a $7 per hour gap between the lowest paid traditionally female occupation and the lowest paid traditionally male occupation.

Accordingly, girls who take up the traditionally male occupations of computer programming and data processing, construction and repair, engineering and science technologies, automotive, precision production and agricultural management can expect to make at least $7 per hour more and in some cases $10 per hour more than they would make in child care.

This reality is especially troubling for girls seeking wages that will support their families in their future occupations. In Wisconsin, the 2004 self-sufficiency standard for one adult and one infant in Milwaukee County was $16.23 hourly or $34,281
annually. In Lincoln County, a family of one adult and one infant needed to earn $10.91 per hour in 2004 to be economically self-sufficient. The weighted hourly wages for child care and development, however, pay substantially below the amount needed to be self-sufficient in either county. And although child care providers play a crucial role in society, the fact that economically challenged girls are more likely to concentrate in child care than in all traditionally male courses combined puts them at a unique disadvantage.

Although these harms offer reason enough to raise concern, there are distinct disadvantages to employers as well. Many of the traditionally male occupations are projected to be in high demand over the next 10 years. Health services occupations also are expected to experience a high percentage of growth—nationwide there will be about 2.6 million new health-related jobs by 2014. In Wisconsin, 18 of the 25 top occupations that are projected to grow the fastest between 2004 and 2014 are health-related. In addition to health care, the information technology, construction and extraction, professional and related, management, business and financial, and service occupational fields are projected to increase the number of “hot jobs” for Wisconsin by 15% or more by 2014. Employers seeking to maintain a competitive advantage and fill these growing positions simply cannot be limited to a workforce from which either men or women have been excluded.

V. THE UNDER-REPRESENTATION IN NONTRADITIONAL COURSES CANNOT BE ATTRIBUTED TO A GENERAL LACK OF PARTICIPATION OR INTEREST IN CAREER AND TECHNICAL EDUCATION

Available evidence disproves some of the claims that might be made about the reasons for the startling concentration patterns in CTE programs. Although female students are slightly less likely to concentrate in CTE programs than their male peers (they make up only 43% of CTE concentrators despite being 49% of the student population), this small 6% difference cannot alone explain the greater than 30% gap between the percentage of female concentrators in traditionally male courses (18%) and their actual student enrollment (49%). This is especially evident given the fact that female concentrators have managed not just to enroll in but to dominate, traditionally female CTE courses, further belaying any notion that girls’ slight under-representation in CTE courses can explain their concentration patterns. Furthermore, the low concentration rate in nontraditional courses is not due to a lack of nontraditional options—in Wisconsin, as in many other states, over half of the CTE courses offered are considered nontraditional for girls.

Rather, available evidence confirms what the troubling statistics suggest: girls’ access to nontraditional programs is limited by stereotypes and other gender-based discrimination. As the Tools of the Trade Report identified, in some cases school personnel, even those with the best intentions, nonetheless steer girls, and only girls, in particular directions and boys in others. Additional obstacles include harassing conduct by peers and/or teachers, as well as other barriers that discourage students from entering or remaining in courses that are nontraditional for their gender. Schools are obligated to eliminate barriers to equal opportunity. And while there is no doubt that the issue is complex, and that family, culture, media, and society all play a significant role in setting expectations that can limit the interests and abilities of students, schools have a critical role to play in eliminating stereotypes, expanding students’ horizons and ensuring that students are well-positioned to take advantage of the best opportunities available to them.

The sections below set forth provisions of Wisconsin law that can be used by students, parents, and their advocates—as well as by education personnel—to ensure that schools are performing these crucial responsibilities.

WHAT ABOUT BOYS?

The enrollment disparities identified above are a problem for boys, too. While in general boys are put at less of an economic disadvantage by sex segregation in CTE, it is important to note that they can also be negatively affected when they are deterred from pursuing promising fields.

Male students in Wisconsin continue to be highly under-represented in the health professions and in child care and development. As we explored in sections above, this is particularly troubling in the health disciplines because, like many of the traditionally male courses, these courses provide training for many high-paying, high-growth occupations. Limitations on opportunities based on stereotypes and artificial barriers are, moreover, as troubling when they affect boys as when they affect girls.
Wisconsin Tools for Equity in Career and Technical Education

The following sections explain provisions of Wisconsin law that can be used to address the under-representation of, or discrimination against, students in CTE courses and programs. These sections also offer suggestions for action steps that you can take based on those state laws. For a description of tools based on federal law, see the Tools of the Trade Report, available at http://www.nwlc.org/pdf/NWLCToolsoftheTrade05.pdf.

Understanding Wisconsin Law

I. STATE PROHIBITIONS AND REQUIREMENTS APPLICABLE TO K-12 SCHOOLS

A. REQUIREMENTS APPLICABLE TO ALL WISCONSIN K-12 PROGRAMS

- The Wisconsin school finance system must provide “equal opportunity for a sound basic education.”

  The Wisconsin Constitution entitles students to “an equal opportunity for a sound basic education” that “equip[s] students for their roles as citizens and enable[s] them to succeed economically and personally.” A “sound basic education” includes the “opportunity for students to be proficient in mathematics, science, reading and writing, geography, and history, and to receive instruction in the arts and music, vocational training, social sciences, health, physical education and foreign language, in accordance with their age and aptitude.” Spending disparities between Wisconsin school districts have led the Wisconsin Supreme Court to find that some students were denied this constitutionally guaranteed educational opportunity.

- Each student in Wisconsin public schools and charter schools is entitled to receive equal rights and opportunities regardless of sex, race, national origin, religion, mental or physical disability, or other characteristics.

  The Wisconsin Constitution guarantees all people equal protection under the laws. In addition, a Wisconsin statute prohibits public schools from discriminating against students on the basis of sex, race, religion, national origin, ancestry, creed, pregnancy, marital or parental status, sexual orientation, or physical, mental, emotional, or learning disability.

Wisconsin regulations define discrimination to mean any action, policy, or practice that is detrimental to a student or that denies or limits a student’s opportunities because of any of the above listed attributes.

Further, Wisconsin law explicitly prohibits any action, policy, or practice that perpetuates the effects of past discrimination. This sort of discrimination may occur, for example, if a particular practice results in the disproportionate enrollment of male and female students or of students from a particular race or ethnicity in a CTE course, and if the practice cannot be adequately justified under the law.

- School boards must develop policies prohibiting discrimination against students and provide for receiving and investigating complaints of discrimination.

  School boards must develop written policies and procedures that address a broad range of conduct, including a prohibition on student harassment. The policies must ensure that no discriminatory methods, practices, or materials are used for testing, evaluating, and counseling students. These policies and procedures must be made public, and an explanation of the complaint process must be provided in the student and staff handbooks. School boards must hold public hearings before adopting written policies and procedures.

- Harassment is expressly prohibited.

  Harassment is defined in the Wisconsin Administrative Code as behavior toward students based on sex, race, national origin, ancestry, creed, pregnancy, marital or parental status, sexual orientation, or physical, mental, emotional, or learning disability where the behavior substantially interferes with a student’s school performance or creates an intimidating, hostile, or offensive school environment.
Single-sex schools are permitted under limited circumstances.

In general, no student may be denied admission to any public school (including charter schools), or participation in any curricular, extracurricular, recreational or other program based on sex, race, religion, national origin, ancestry, creed, pregnancy, marital or parental status, sexual orientation, or physical, mental, emotional, or learning disability. However recent legislation has authorized school boards to operate single-sex schools or courses provided that comparable courses or schools are offered to the opposite sex. As a result, school districts throughout Wisconsin are in various stages of exploring and offering single-sex educational opportunities. Advocates should note that this law should be applied with caution as federal law, as well as other state laws and regulations, may constrain the single-sex programs that can permissibly be offered.

The Department of Public Instruction may not adopt rules or policies that discriminate for or against a person because of his/her sex, race, creed, color, sexual orientation, national origin, or ancestry.

Like all Wisconsin agencies, the Department of Public Instruction may not adopt rules that discriminate for or against any person based on that person’s sex, race, creed, color, sexual orientation, national origin, or ancestry.

School boards may not force pregnant and parenting students to withdraw from their educational programs. School boards must provide modifications and services to enable such students to continue their education, and they may design programs to meet the needs of school-age parents. These programs must be coordinated with vocational and job training programs.

Wisconsin defines a “school-age parent” as any person under 21 who is not a high school graduate and is a parent, expectant parent, or person who has been pregnant within the last 120 days.

No school board may in any manner force a school-age parent to withdraw from a school. Rather, school boards must make modifications and provide services to allow a pregnant or parenting student to continue his or her education. The modifications may include accommodations for the student’s “pregnancy, child care requirements, or part-time employment necessary to support his or her child.” Examples of services and modifications provided by school districts include modified class schedules, extended or additional school years, and “granting academic credit for correspondence or community-based classes.” Although students and their parents may make requests for specific modifications, the school district ultimately determines which services are necessary.

In addition to required modifications, school districts may establish programs to meet the needs of school-age parents and to assist them in meeting Wisconsin high school graduation requirements. School districts that establish programs for school-age parents must coordinate the programs with existing vocational and job training programs and include vocational guidance, career development, and education for employment activities. In addition, school-age parent programs must include basic skills for academic subjects, information on maternal and child health and support services, education on parenting skills, family planning, and instruction on adop-
tion. Student participation in these programs must be voluntary, and they must receive a written outline of their program plan. If a student transitions to a regular school program prior to high school graduation, the program coordinator will develop any necessary transition plans.

- **School boards must provide instructional materials that reflect diversity.**

School boards must provide materials, texts, and library services that reflect the cultural diversity and pluralistic nature of society. In addition, schools must provide an introduction to career exploration and planning beginning in grade five that, among other things, addresses stereotyping. If the State Superintendent finds that a district has failed to provide the above materials and services, the Superintendent may develop a plan to achieve compliance with this rule. The Superintendent also has the authority to withhold up to 25% of state aid from a non-compliant school district.

Prior to finding that a school district is not in compliance with the above rules, the Superintendent may hold a hearing, either at the request of the school board or after receiving a valid petition.

- **The Department of Public Instruction provides scholarships to under-represented minority students for pre-college programs.**

The State Superintendent must set goals to increase the representation of under-represented minority students in postsecondary education, including technical colleges. In addition, Wisconsin law creates a pre-college program designed to improve under-represented minority students’ academic skills and increase their chances of success in postsecondary education. Students in sixth to twelfth grade are eligible for scholarships in the pre-college program, and the Department of Public Instruction must provide for follow-up studies on scholarship recipients.

Although Wisconsin has not modified its law, the Department of Public Instruction has entered into an agreement with the United States Department of Education to expand the pre-college program beyond under-represented minorities.

### B. Additional Requirements Applicable to K-12 Career and Technical Education Programs

- **School boards must provide an instructional program that gives students an understanding of the range and nature of available jobs.**

School boards must construct an instructional program that not only explores the range of jobs available to students and the skills required for the jobs, but that also prepares students to enter job-specific vocational training programs. In addition, the program must provide students with basic knowledge of mathematics, natural sciences, and elements of agriculture.

- **School boards are required to develop an “education for employment” plan.**

Wisconsin law requires that school boards provide access to an “education for employment” plan to ensure that all students receive “the skills, attitudes, and knowledge needed for future employment,” regardless of their career objective. The plan must include guidance and counseling services, technical preparation, college preparation, youth apprenticeship or other job training and work experience, and instruction in skills relating to employment. In addition, the Department of Public Instruction encourages districts to ensure that their plan explains “how, through a developmental process, the district addresses K-12 student needs, stereotyping, and non-traditional career awareness.”

- **The New Wisconsin Promise initiative aims to “ensure the opportunity of a quality education for every child.”**

The New Wisconsin Promise initiative has an “aggressive budget proposal” called Skills Wisconsin, which addresses the “needs of career and technical education to begin to establish a new foundation in five areas of critical need.” The five areas are:

1. aligning Wisconsin's secondary, postsecondary, and apprenticeship training systems to provide for a smooth transition between education and workforce preparation;
leverage Wisconsin’s system of technical preparation by designing clear pathways of transition between secondary and postsecondary institutions;

(3) re-investing Wisconsin’s federal Carl Perkins funding to expand the base for career preparation and occupational skill standards through the establishment of CTE program standards;

(4) investing in innovative models of teacher preparation that provide expanded reciprocity between secondary and postsecondary career and technical education systems; and

(5) benchmarking academic and employability skills attainment through web-based assessments linked to national occupational performance measures.

Skills Wisconsin also seeks to provide “effective pupil services, special education, and prevention programs to support learning and development for all students while preventing and reducing barriers to student success.”

C. Enforcement and Other Mechanisms to Achieve Equity in Public Schools

To remedy discrimination, individuals may file a complaint using their school district’s antidiscrimination policy or may file a complaint directly with the State Superintendent. Those experiencing discrimination may also file a lawsuit to enforce their rights.

Students and advocates have several options to enforce Wisconsin laws against discrimination. School board policies and procedures must provide for receiving and investigating complaints of discrimination and must designate an employee to receive complaints. Complaints may alternatively be made directly to the State Superintendent if the school district does not have effective grievance policies and procedures in place. In any event, the Superintendent will decide appeals of school board decisions within 30 days. If the Superintendent determines that the board has violated nondiscrimination laws, s/he must issue an order to comply. The order must require, among other things, that the board submit a “corrective action plan, including a schedule, within 30 days of the board’s receipt of the order.”

Alternatively, those subject to discrimination in education may also file a lawsuit under Wisconsin antidiscrimination laws.

Any person may request a hearing before the Department of Public Instruction to protest a violation of his or her rights.

Individuals may request a hearing before state agencies, including the Department of Public Instruction, if they believe their interests have been injured or threatened by agency action or inaction. The Department of Public Instruction may deny a hearing request if there is evidence that the legislature did not intend for the interest to be protected or if the injury to the individual is not sufficiently different from a general injury to the public.

The Department of Public Instruction must determine if discrimination has taken place under the appropriate regulations and statutes.

The State Superintendent, like other agency and department heads, must conduct a regular review of the laws and regulations that govern the Department of Public Instruction to determine whether any arbitrary discrimination based on race, religion, national origin, sex, marital status, or sexual orientation exists. The Superintendent may take remedial action if necessary.

The Superintendent may also periodically review school district programs and activities to determine the status of school district compliance with the state nondiscrimination mandate. Further, the Superintendent may help school districts comply with the nondiscrimination mandates by providing information and technical assistance.

The Governor may investigate complaints and promote public education to address issues that affect women and families.

The Governor may authorize advocacy activities relating to issues that affect women and families. These activities may include investigation of complaints, promotion of public education, and development of remedial plans.
School boards must evaluate the status of nondiscrimination and equality of educational opportunity at least once every five years.

Once every five years on a schedule determined by the State Superintendent, each local school board must evaluate the district’s progress in achieving nondiscrimination and equal education opportunities. The board must examine enrollment trends in classes and programs as well as the methods, practices, curriculum and materials used in instruction, counseling, and pupil assessment. The evaluation also must cover issues relating to student harassment. Parents and students must participate in this evaluation, and the school district must make a written report available to the community for examination.

In fulfilling the above requirements, school boards should be aware that the Department of Public Instruction website, updated in August 2005, states that it “has determined that districts are required neither to conduct a separate evaluation nor submit a separate evaluation report, as required in the past,” and has stated that a separate evaluation and report is “duplicative” of other state and federal reporting requirements. Thus, the Department has instructed districts to submit an annual report that identifies the employee designated to receive complaints, the number of complaints received for that year, and the nature of the complaint and its status. And beginning in 2006, districts must report every five years on only the elements that the Department has determined are not collected by other federal and state required reports.

The Department also noted that, of the over 90% of districts that submitted separate reports in 2001, no districts will receive substantive comments on their 2001 evaluation reports because of budget cuts and staff reassignment.

The Department of Public Instruction must submit biennial reports on its performance.

On or before October 15 of each odd-numbered year, the State Superintendent (like other agency heads) must submit, to the Governor and chief clerk of each house of the legislature, a report detailing the performance and operations of the Department of Public Instruction, as well as a projection of the goals and objectives of the Department. The report must include information on the status of school district compliance with the student nondiscrimination law and school district progress toward providing “reasonable equality of educational opportunity” for all students in the state.

The Civil Rights Compliance Program seeks to ensure that every child has a quality education.

The Department of Public Instruction’s Civil Rights Compliance program (CRC) aims “to provide a quality education for every child.” The CRC has three goals:

1. Ensuring that all students have equal access, opportunities, guidance, support, and success in every aspect of their pre-k-12 public education;

2. Fulfilling obligations of the Department of Public Instruction and assisting schools, districts, and educators to embrace the requirements and spirit of federal civil rights laws; and

3. Providing information, samples, or assistance regarding “best practices” in civil rights, nondiscrimination, and educational equity and diversity.

School districts may create social development commissions to address major social, economic, and cultural problems affecting students.

School districts may establish community relations–social development commissions to “study, analyze and recommend solutions for the major social, economic and cultural problems” that affect students, including family problems, juvenile delinquency, and discrimination. The commissions are authorized to conduct public hearings and may promote studies and programs in any field that will aid in accomplishing the purposes and duties of the commission.
II. STATE PROHIBITIONS AND REQUIREMENTS APPLICABLE TO THE TECHNICAL COLLEGE SYSTEM

- All public high schools must have a technical preparation program designed to allow students to gain advanced standing in a technical college upon graduation from high school.

Each school board, in cooperation with a technical college district board, must establish a technical preparation program in all public high schools in the school district. The programs must allow high school students to gain advanced standing in the technical college district’s associate degree program upon graduation from high school.

- Students, or their parents acting on their behalf, may ask to attend a technical college in lieu of high school or on a part-time basis.

Students and parents may request that the school board allow a child who is 16 years of age or older to attend a technical college in lieu of high school, or on a part-time basis, as long as the program leads to the student’s graduation from high school. The student or parent also may request that the school board provide the student with program modifications including modifying or adding a school-work training or work-study program.

- The technical college district board must develop a minority student participation and retention plan.

The technical college system must provide education and services that address stereotyping and discrimination and help women, minorities, and other disadvantaged groups fully participate in the work force and the full range of technical programs offered by the technical college system. In addition, the technical college district board must develop an annual plan for increasing minority group participation and retention in the technical college system. “Minority group member” is defined as a person who is of Black, Hispanic, American Indian, Eskimo, Aleut, native Hawaiian, Asian-Indian, or Asian-Pacific origin. In addition, Wisconsin law allows technical college boards to award grants to technical college programs that “demonstrate innovative approaches to increasing minority student placement and retention in technical education programs that have a high earning potential for their graduates.”

- The technical college district board must provide information to new students about sexual assault and sexual harassment.

The technical college district board must incorporate written and oral information about sexual assault and sexual harassment in the orientation program for new students. The orientation must include, among other things, information about the rights of victims and the services at the technical college and in the community available to assist a student who has been subject to sexual assault or sexual harassment.

- Technical colleges may not discriminate based on sex, race, national origin, age, sexual orientation, pregnancy, marital status, or parental status.

Students may not be denied admission to the technical college system or the ability to participate in services offered by the system because of their race, color, creed, religion, sex, national origin, disability, ancestry, age, sexual orientation, pregnancy, marital status, or parental status. Each technical college district board is required to develop antidiscrimination policies and procedures that provide remedies and sanctions for discrimination, and establish timelines for when complaints must be acted upon by the district director. The policy must require that a complaint be filed with the district director within 300 days of the discriminatory incident.

USING WISCONSIN LAW TO PROMOTE EQUITY IN CAREER AND TECHNICAL EDUCATION

To address the under-representation of, or discrimination against, students in CTE courses and programs, you can use both Wisconsin and federal laws. For a description of these important federal tools, please see the *Tools of the Trade* Report.

The following scenarios describe examples of potentially illegal discrimination and discuss some of the options for remedying the problems using Wisconsin law.
**YOUNG WOMEN REPRESENT ONLY A SMALL PERCENTAGE OF THE STUDENTS ENROLLED IN TRADITIONALLY MALE CAREER AND TECHNICAL EDUCATION COURSES**

The under-representation of young women or students of color in CTE courses that lead to high wage, high skill or high demand fields is evidence that discrimination may be at work, even absent any intent to harm students or limit their opportunities. Even if you don’t know the specific causes of the under-representation, you can take steps to address it:

- Ask your school or school district to investigate the reasons for the under-representation. Stress to your school that it must comply with antidiscrimination laws, including the Wisconsin student nondiscrimination statute and the broad provisions of the Wisconsin constitution, which guarantee students an equal opportunity for a sound basic education. Remind your school board that it is required to evaluate the status of nondiscrimination and equality of educational opportunity at least once every five years and ask to see your school’s written evaluation report. In addition, make sure your school district is engaging parents and students in this evaluation. Explain to your school that the report should include the information listed at p. 24 of the Tools of the Trade Report in its investigation and encourage your school to involve parents and students in this evaluation.

- Ask the State Superintendent or the Governor to investigate the reasons for the under-representation. The Governor has the authority to investigate complaints and develop resolution plans for issues that affect women and girls. In addition, the Superintendent may periodically review school district compliance with state nondiscrimination mandates and must biennially submit a report that details, among other things, progress toward providing reasonable equality of educational opportunity. Ask to see records from reviews the Superintendent has conducted over the last several years, including any remedial steps, information and technical assistance the Department of Public Instruction has provided to school districts found to be in violation of state nondiscrimination laws. Also remind the Superintendent that the U.S. Department of Education requires all states to conduct periodic compliance reviews of selected schools to determine whether they are engaging in unlawful discrimination under Title IX. (See the Tools of the Trade Report for more information on this federal law requirement.) Make sure the Superintendent includes information listed at p. 24 of the Tools of the Trade Report in the investigation.

- Ask your school, school district or the State Superintendent to take proactive steps to reduce the under-representation. Under Wisconsin law, school districts are allowed to establish community relations—social development commissions to study and recommend solutions for major social, economic and cultural problems, including discrimination, that affect students. You also can ask your school, school district, Superintendent, or commission to take specific steps you think would help—for example, engaging in outreach and recruitment activities to encourage girls to enroll in nontraditional programs; requiring counselors and other school personnel to provide full information to CTE students about the wages they can expect to earn in different fields; or sponsoring programs for parents to acquaint them with nontraditional CTE options for their children. For additional proactive steps that can help to reduce under-representation, see pp. 25-26 of the Tools of the Trade Report.

- Make sure that discriminatory practices or other violations of applicable laws are addressed, through additional legal action if necessary. See some examples below.

**A FEMALE STUDENT TOLD HER GUIDANCE COUNSELOR SHE WANTED TO TAKE CARPENTRY, BUT THE GUIDANCE COUNSELOR URGED HER TO ENROLL IN CHILD CARE INSTEAD.**

**THE TEACHER AND STUDENTS IN AN AUTO-BODY COURSE HARASS STUDENTS BECAUSE OF THEIR RACE AND SEX AND MAKE DISPARAGING COMMENTS AND SLURS BASED ON STEREOTYPES.**

Steering students into classes, harassment, and stereotyping because of a student’s sex, race, ethnicity, disability, sexual orientation, or marital or parental status are all types of discrimination prohibited by Wisconsin laws. See below for possible courses of action.

**A PREGNANT STUDENT IS FORCED TO TAKE A CHILD CARE COURSE RATHER THAN THE HIGH TECHNOLOGY COURSE SHE PREFERS.**

Discrimination based on pregnancy is sex discrimination and is explicitly prohibited under Wisconsin law. In fact, school districts must make modifications to allow school-aged parents to continue their education and to accommodate a student’s pregnancy. Note, however, that student participation in any additional programs designed to meet the needs of school-age
parents must be voluntary; students may not be forced into programs designed for pregnant students.

- Report the discrimination to your school. Each school board must maintain and widely circulate written antidiscrimination and anti-harassment policies. Consult the policy and, if your school does not voluntarily correct the discrimination, consider filing a grievance or complaint using the procedures the policy specifies. You may appeal school board decisions to the State Superintendent and you also may request a hearing before the school board or Department of Public Instruction.

- If you are dissatisfied with the result of the hearing, or independent of the administrative process described above, you have the additional option of filing a lawsuit that can combine state law claims under Wisconsin's constitution and educational equity laws with claims under federal law, as described in the Tools of the Trade Report.

**IMPROVING WISCONSIN LAW TO PROMOTE EQUITY IN CAREER AND TECHNICAL EDUCATION**

Wisconsin laws provide important tools for improving equity and addressing discrimination in CTE. Wisconsin bars discrimination broadly, and indeed in some ways it reaches beyond the antidiscrimination mandate of Title IX. Moreover, in addition to its antidiscrimination laws, Wisconsin places affirmative obligations on schools and on the state to advance equity in its education programs.

Although Wisconsin's laws are comprehensive, these laws will be effective only if they are sufficiently understood and used by the public, and vigorously implemented and enforced by the responsible government agencies. Thus, this section outlines a non-exhaustive list of tools, in addition to those clearly provided by Wisconsin law, for enhancing equity in CTE programs. Wisconsin could:

- **Enhance legal obligations for schools and the state to take proactive steps.**
  - Provide concrete guidance and technical assistance to enable school districts to effectively conduct their required evaluations to identify and address any discriminatory practices and artificial barriers.
  - Expressly mandate that school districts use the five-year evaluation process to develop local strategies to overcome the under-representation of students in fields that are nontraditional for their gender or to address systemic barriers where students have been historically under-represented in CTE programs that lead to high skill, high wage, and high demand occupations.
  - Require the data collected by the school district through the district’s evaluation process to specifically document and publicize any change in enrollment or retention of students in fields that are nontraditional for their gender, or where students have been historically under-represented in CTE programs that lead to high skill, high wage, and high demand occupations.
  - Consider requiring other proactive steps, such as those outlined at p. 25-26 of the Tools of the Trade Report.

Regardless of the types of protection and remedies afforded by your state’s laws, federal protections and remedies are available for use in any public school and in any other educational program or activity that receives federal funds.

For example:

- Federal law requires each school and school district in your state to have a grievance procedure for responding to sex discrimination and harassment. You can use these procedures to protest discrimination.

- Federal law also requires your state to collect relevant data and evaluate schools’ compliance with civil rights laws. You can ask your state to make sure it is fulfilling these responsibilities and get the information that the state has compiled.

In addition, you may file a complaint of sex discrimination with the Office for Civil Rights of the U.S. Department of Education or file a lawsuit under Title IX, the federal law that prohibits sex discrimination in education, and/or the U.S. Constitution’s Equal Protection Clause.
Enhance enforcement and other mechanisms to address gender equity in career and technical education:

- Ensure that all components of the five-year evaluation reports are submitted to the Department of Public Instruction, and publicly disseminate guidance on the requirements.

- Require the Department of Public Instruction to provide regular substantive feedback on school district evaluation reports. Where districts fail to comply with Wisconsin and/or federal laws, require the Department to develop a plan for school district compliance.

- Establish community relations—social development commissions to study and recommend means to address local equity issues in CTE and to implement appropriate recommendations.

- Require the Department of Public Instruction to conduct regular compliance reviews that are focused on the school district’s ability to meet state antidiscrimination requirements.

For suggestions for improving state gender equity in education laws generally, please see the Tools of the Trade Report.

REPORT METHODOLOGY

To conduct this study, the National Women’s Law Center investigated student concentration patterns in Wisconsin in selected CTE courses in fields that are traditional and nontraditional for girls. The Wisconsin Department of Instruction provided data from the 2004-2005 school year describing the general student population, CTE participants, and CTE concentrators. This data was disaggregated by gender as well as (1) race and ethnicity and (2) other special characteristics such as disability status, economic status and language abilities. The disaggregated data allowed the Center not only to analyze student concentration patterns by gender, but also to look at data within gender groups.

Nontraditional Classification and Selection of CTE Courses for Analysis

Wisconsin identifies CTE courses using Area Instructional Codes which can then be translated to “CIP” codes from the Classification of Instructional Programs, developed by the U.S. Department of Education’s National Center for Education Statistics (NCES). The Bureau of Labor Statistics (BLS) is the resource for defining nontraditional occupations—those in which one gender comprises less than 25 percent of the workforce. Because there is no authoritative resource for the classification of CTE courses as nontraditional, we used the occupational crosswalk between CIP codes and the BLS Occupational Employment Statistics Classification (available from the NCES website) to identify CTE courses that correspond with the occupations classified by the BLS as nontraditional.

Using the course descriptions and corresponding occupations, we organized the 100-plus Wisconsin CTE course offerings into broader occupational categories that were classified as traditionally female, traditionally male, or neutral based on the demographics of the national workforce in the resulting course category. In the majority of cases, each of the courses listed in the course categories corresponded to occupations that are clearly dominated (75% or greater) by male or female workers. For our analyses of Wisconsin CTE concentrators, we used the traditionally female classification for these occupations.
male and traditionally female course categories that had a significant number of concentrators; we did not analyze those categories that enrolled less than one percent of the total concentrators. Please see page 2 for a complete list of the course categories that are utilized in this report.

**Calculation of Wisconsin Weighted, Median Hourly Wage Data**

We used the Bureau of Labor Statistics’ May 2005 Occupational Employment Statistics to obtain the Wisconsin median hourly wage (estimates based on national data were used in a few instances) of each specific occupation that linked to a given CTE course following the crosswalk listed above. In order to compare wages at the category level, each wage for the occupations in a given course category was weighted by the number of Wisconsin employees in the occupation (estimates based on national data were used in a few instances). This information was also obtained from the sources listed for the median hourly wage data.
ENDNOTES

1 The National Women’s Law Center is a nonprofit organization that has worked since 1972 to advance and protect women’s legal rights. The Center focuses on major policy areas of importance to women and their families, including education, employment, health, and family economic security, with special attention given to the needs of low income women.

2 Many members of the National Women’s Law Center staff contributed to this Toolkit. The primary authors were Jocelyn Samuels, Vice President for Education and Employment, Fatima Goss Graves, Senior Counsel, Lauren Seemeyer, Policy Fellow, and Christie Love, former Fellow. Center staff, fellows, interns, and volunteers Amy Meek, Tiffany Allison George, Keaton Wong, and Kelly Robinson conducted research for the Toolkit and Lisa LeMair provided design and layout for the Toolkit. The authors would like to thank the Wisconsin Department of Public Instruction for providing disaggregated data and for their technical assistance and comments. Finally, the Center would like to thank Sandra Priebe and Jacqueline Boyton for their generous financial support for this project.

3 The statements and views expressed herein are solely the responsibility of the National Women’s Law Center and do not necessarily represent the views or positions of its funders or of the Wisconsin Department of Public Instruction.

4 Toolkits for the 12 states in Tools of the Trade, the general Toolkit, and the full Tools of the Trade Report are available online at http://www.nwlc.org/pdf/NWLCToolsoftheTrade05.pdf.

5 The Wisconsin Department of Public Instruction defines concentrators as students “enrolled in a minimum of one vocational course during the reporting year which is a part of a coherent sequence of three or more courses leading to the student’s secondary vocational career objective.”

6 Note, this means that the data in the Wisconsin Toolkit cannot be directly compared to the data analyzed from other states in the Tools of the Trade Report and Toolkits.

7 The more detailed analysis in the Wisconsin Toolkit illustrates the importance of disaggregating data to identify trends and gaps in CTE course-taking patterns. The National Women’s Law Center is grateful to the Wisconsin Department of Public Instruction for providing data disaggregated not only by gender, but also within each gender, by other special populations.

8 Data for Asian, American Indian/Alaska Native, or Hawaiian/Pacific Islander students were not included due to the limited number of students for each group.

9 The following traditionally male course categories were not included because the total concentration level represents <1% of student concentrators: Transportation and Materials Moving Workers; Criminal Justice, Corrections, and Fire Protection; and Natural Resources.

10 The demographic information for “female students in the relevant student population” includes only female students in schools that offer the opportunity to concentrate in the respective course category.


13 Wisconsin’s WORKnet defines “Hot Jobs” as high projected job growth occupations that meet the following criteria: (1) they must have a median salary above the state median; (2) the percentage change must be greater than the state average; and (3) the number of job openings must be greater than the state average. See Wisconsin WORKnet, http://worknet.wisconsin.gov/worknet/hotocc.aspx.

14 Id.

15 Economically challenged students are also less likely to concentrate than expected.

16 See Tools of the Trade at 10-13.

17 Id.

18 Id.

19 While this legal fact sheet is, to the best of the authors’ knowledge, current as of March 2007, there may well be subsequent developments, including legislative initiatives or court cases, which could alter the information provided here. This fact sheet does not constitute legal advice; individuals and organizations considering legal action should consult with their own counsel before deciding on a course of action.

20 Contacting your school about sexual harassment is important in order to preserve all federal remedies for sexual harassment. Under federal courts’ interpretation of Title IX, a school may not be held liable for monetary damages if the school did not have notice of the sexual harassment.


22 BUREAU OF LABOR STATISTICS, WOMEN’S BUREAU, WB DICTIONARY OF COMMON TERMS, http://www.dol.gov/wb/edu/doterms.htm (last visited February 7, 2007). For the purposes of this Toolkit we have defined “traditionally female” fields as those in which women constitute over 75 percent of the workforce.

23 This data was obtained from Table 11, “Employed persons by detailed occupation and sex, 2005 annual averages,” http://www.bls.gov/ cps/wlf-table11-2006.pdf (last visited February 7, 2007).


The National Women’s Law Center may be able to provide advice or assistance regarding your state’s laws. Please contact us if:

• you believe you have been subjected to discrimination that has prevented you from participating in or fully benefiting from CTE classes;

• you want to take action to address the under-representation of female students in nontraditional CTE courses and programs in your school or state;

• you feel your state laws prohibiting discrimination in education are not being properly enforced; or

• you would like help improving your state’s laws to protect students from discrimination in education and to raise enrollment of female students in nontraditional CTE courses.

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