

ETR Policy Group - Notes, Agendas, Background Info

PHOTOCOPY
PRESERVATION

EDUCATION, TRAINING AND REEMPLOYMENTPOLICY GROUP

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Bill Dickens	CEA	395-4597	395-6947

TODAY'S (March 31) ETR POLICY GROUP MEETING IS CANCELLED

We will meet next week, on Thursday, April 7, at our regularly scheduled time. At that meeting, we will discuss specific topics and assignments for the upcoming policy roundtables, and also review policy issues that the group would like to focus on in detail for future meetings. An agenda for next Thursday's meeting will be faxed to you early next week.

THE WHITE HOUSE
WASHINGTON

June 3, 1994

MEMORANDUM FOR BO CUTTER

FROM: PAUL DIMOND

SUBJECT: ETR AGENDA -- Presidential Priorities

At this writing, I see four initiatives that may rise to the level of Presidential priorities and can provide additional substance to the President's rightful claim to being the education President. I say additional substance because by the end of this session of Congress we will have already enacted seven major components of his Lifelong Learning Agenda: (1) Head Start Reform and Expansion, (2) Goals 2000, (3) ESEA Reform (based on the Goals), (4) School-to-work, (5) National Service, (6) Income Contingent Learning Loans and, we hope, (7) the Reemployment Act. There are, of course, substantial implementation, appropriation, packaging and message issues with each of these components and with full lifelong learning agenda.

The four, complementary Presidential initiatives include:

- **A constantly improving, lifelong learning system to enable all persons (after High School) to invest in developing their own skills.**
- **A Presidential NII-Community Learning Challenge**
- **An effective means to connect those persons, primarily minority, who are now isolated with job markets.**
- **A National Campaign to Put Children First.**

Each initiative will be ready for launch this summer, as part of the FY96 cycle or, looking over the horizon, as a part of the campaign for the second term: all will be ready, and the timing will be up to the President. Each provides additional support for the President's lifelong learning agenda; each offers opportunity for more Americans to successfully join in making the historic crossing to the new economy; each offers substantial promise for increasing the skills and productivity of the workforce and living standards of all families. Together, they provide additional opportunities for the President to engage the American people in a real dialogue about our common opportunity and responsibility to learn in order to seize the future.

1. **System for Self-Financing Continually Improving Lifelong Learning.** We are working to develop such a system for universal access to education and training -- first, through the new rules for Direct Student Loans with DoEd, and then, through new rules and a system of information, accountability and review for ease of use by any incumbent worker (and those isolated from the work force). Yet to be explored is the possible fit/leverage with skills standards, financing of firm training (e.g., through Sallie Mae), and totally reforming federal education and training programs (e.g., consolidation, quality, accountability). My guiding principle in these explorations is useful information on what pays off in the job market, responsiveness to consumer (learner and firm) demand, and some accountability system that supports rather than stifles such a market driven, constantly improving system of skill building.

2. **NII-Community Learning Challenge.** We are trying to develop a process that will catalyze (1) the NII providers to come together with (2) the creators of learning content with (3) users (schools, homes, firms, families, students, and workers) in regions all across the country. There are two primary goals. First, give a real mission and human face to the NII: people need to see how the NII can help them get ahead as much or more in the next generation as the interstate highway system did in the past. Second, stimulate the creation of learning content that could provide a major leap forward in improving the productivity of learning for all Americans: people need to understand how they can use the NII to improve their own -- and their children's -- lot in life.

3. **Joblinks.** We are striving to create a series of complementary approaches to building skills, creating first job opportunities, and making connections to next jobs to better link isolated minority youth and adults to the local labor market. Anti-discrimination enforcement and affirmative job linkages; targeted training, apprenticeship and jobs connecting to next jobs throughout the local labor market; and cooperative mentoring and partnering programs that build off of the National Campaign to Put Children First (as described below) are all under consideration. As with the Children's Campaign, this will be directly responsive to the President's repeated calls to offer real opportunity -- and responsibility -- to inner city residents.

4. **Putting Children First.** This Campaign will provide a platform for the President to call upon all sectors of the country to come together to help implement the related lifelong learning/community investment initiatives. The Campaign would include a coalition of private, state and local support for new national policies for all children and youth, plus a targeted component for the most isolated children and youth -- a major National Service commitment to the most isolated school communities to join with the private sector throughout a region to afford after-school learning, recreation, and school-to-work or - college opportunities.

Other presidential priorities may emerge as we proceed, e.g., from the exploration by Bill Galston's group of how to overcome people's anxiety and fear of falling out of the middle class in the transition to the new economy; or from more complete analysis of building skills of incumbent workers.

As always, your suggestions and comments are appreciated.

cc Bill Galston, Gene Sperling

THE WHITE HOUSE

WASHINGTON

June 17, 1994

MEMORANDUM FOR ETR POLICY WORKING GROUP
(See Attached Distribution)

FROM: Paul Dimond

SUBJECT Background Paper For Next Week's ETR Meeting

The ETR Policy Working Group will be meeting next **Thursday, June 23, at 1:00 in room 230 OEOB** to discuss the ETR Seminar on Improving the Productivity of Learning. The seminar is scheduled to take place July 9. I have attached the latest draft agenda for the Seminar. Please review it carefully before the meeting, paying special attention to the outcomes listed. We need to get a clear signal from the group that we are on the right track with these outcomes at next weeks meeting in order to give us time to make any changes that may be needed.

LEARNING PRODUCTIVITY SEMINAR

Scheduled Date: July 9, 1994

OUTCOMES:

- Develop a **shared vision** on the power of emerging technologies to improve learning productivity, and thus, to help solve a number of tough domestic and social problems.
- Agree on a process to produce **specific proposals** for applying learning technologies that will:
 - a) attack particular problems of national concern;
 - b) symbolize the broader power of these technologies for improving American education and training; and
 - c) provide an empirical basis for improving and extending the application of these technologies.
- Consider approaches to gain **public attention** and **national support** for this endeavor.

AGENDA

- **Introduction and Welcome - DoD (10 mins)**

Dr. Deutch will define the concept of learning productivity, and describe several classes of technology which are becoming available that hold promise for producing a leap in learning productivity.
- **Implications for the Work Force - DoL (10 mins)**

Secretary Reich will discuss how these learning productivity technologies can be applied to help improve the productivity and competitiveness of the American work force. His presentation will include linking these technologies to key administration work force initiatives.
- **Implications for Education - DoED (10 mins)**

Secretary Riley will describe how these technologies can be used to help improve American education through faster learning, more efficient teaching, greater access, and higher motivation. He will also address their connection with implementing Goals 2000.
- **Implications for Business - DoC (10 mins)**

Secretary Brown will address how these technologies that boost learning productivity can help American business by:

 - a) providing readily available, efficient means for companies to train their workers in response to ever-shifting markets;
 - b) creating a high-growth industry centered on research, development, production and maintenance of learning technologies; and

c) adding another worthy purpose to the National Information Infrastructure, further stimulating its reach and growth for broader business and educational purposes.

- **DoD Experience with Training and Learning Technology - DoD (10 mins)**

Mr. Finch will provide an overview of DoD's system for training our military. He will cover differences and similarities with training the domestic work force, and why DoD's system has lead to heavy investment in technologies for learning productivity.

- **DoD Learning Technology Demonstrations - DoD (90 mins: 55 demos/35 Q&A)**

Dr. Jones will present a number of specific examples where DoD has applied technology to make training and education more productive. Each will include a live demonstration that shows these technologies can boost learning, are here today, and have potential for widespread use beyond DoD. The demonstrations will include:

- **Fundamental Skills Training Project - (10 min)**

Computer-based educational tools -- applied to algebra in this example -- developed in partnership with public schools that teaches, in some ways, like a tutor, improving critical reasoning and problem solving skills.

- **Computer Improved Instructor Training Aid (CIITA) - (5 min)**

A tool which allows instructors to prepare for and teach classes more efficiently through use of a "magic wand" that pulls up highly dynamic displays that illustrate the instructors points during a lecture.

- **Visual Information Performance Enhancement Resource (VIPER) (10 min)**

A series of multimedia computer-based training programs that interactively teach students medical procedures under realistically simulated conditions.

- **Performance Support System (PSS) - (5 min)**

An integrated multi-media job aid and on-site training system that displays technical information for maintenance operations on demand, illustrating just-in-time learning.

- **VuMan Maintenance Assistant - (10 min)**

An advanced research project that demonstrates the use of a head-mounted display that provides learning on demand during an inspection of a combat vehicle.

- **Advanced Distributed Simulation (ADS) - (15 min)**

A simulation that illustrates team learning by training tank crews in a synthetic environment representing combat operations they might realistically face if they were conducting peacekeeping missions in Bosnia.

- **Tiger Team Objectives - (20 mins)**

Mr. Dimond will lead a discussion of the work of the Tiger Teams that will build proposals, based on learning productivity technologies illustrated by DoD, for administration initiatives. The discussion will include brief reports by the Teams' Chairpersons on objectives, game plans, and status (to include any possible initiatives that have emerged to date). The principals should consider whether the approaches outlined by the Teams are the right ones. They should also discuss approaches for public presentation of initiatives that may emerge from the work of the teams. Finally, they should direct the Teams to provide final reports (including specific initiatives and their FY96 budgetary implications) to them by the end of July.

- **Wrap-up - DoD (15 mins)**

Dr. Deutch will summarize the what the principals have agreed to at the meeting, to include:

- a) a commonly held vision for technologies to improve learning productivity;
- b) the process that will be used to bring forth specific administration initiatives;
and
- c) a general strategy for presenting these initiatives to, and gaining the support of the public and the Congress.

THE WHITE HOUSE
WASHINGTON

May 31, 1994

MEMORANDUM FOR ETR POLICY WORKING GROUP

FROM: BILL GALSTON
PAUL DIMOND

SUBJECT: IMPROVING THE PRODUCTIVITY OF LEARNING

Attached is a memorandum from the ETR sub-group on improving the productivity of learning. It sets forth:

1. the rationale and mission of its work;
2. the agenda for a working seminar with the Secretaries hosted by Deputy Secretary Deutch on what DOD has learned about improving the productivity of learning;
3. the process for proposing options and implementing actions in three important areas to enable the Administration to catalyze action that will improve the productivity of learning.

The ultimate objectives will be (a) to ensure universal access to National Information Infrastructure for schools, homes and workplaces and (b) to ensure that the interactive content of what is played on the NII can engage persons of all ages and diverse learning styles in active learning in a wide variety of contexts. The resulting potential for increasing the productivity of learning for all American children, students, parents, families, workers, schools and firms is substantial. The DOD seminar will explore the nature and extent of this potential and kick-off our concerted effort to determine how best to realize this potential.

On another front directly related to the President's Lifelong Learning Agenda, we have -- with Gene Sperling -- been working closely with DoEd and OMB to transform the direct loan revision of the student loan program into the equivalent of a G.I. Bill for the 21st Century to enable all students to invest in their own post-secondary education and training. We will then turn our attention, with DoL, OMB and DoEd, to determine what additional changes are needed to create a career equity credit line to enable incumbent workers of all ages -- as well as those currently isolated from the labor force -- to invest in bettering their skills. In combination with a review of ways to encourage on-the-job training and skill development within firms, the ultimate objective is to establish universal means to invest in the development of human capital throughout the lifespan.

THE ETR SEMINAR ON IMPROVING THE PRODUCTIVITY OF LEARNING

The Education,, Training, and Reemployment (ETR) Policy Working Group's Seminar on Improving the Productivity of Learning will be an action-oriented, hands-on session that will explore the types of learning technologies developed by the Department of Defense that can be transferred to the civilian education and training sector. The intent is to begin to look together at programs and strategies for accelerating the development and adoption of technologies that can achieve a major leap in the productivity and fun of learning.

Mission Statement

The information technology that has been used so successfully to improve productivity throughout the economy has the potential to create a revolution in learning both by increasing what can be learned in a given amount of time and by increasing the time spent learning. Technology can make time spent in learning more productive by making learning more like an individual tutorial than a mass-experience, and by creating apprentice-like experiences where individuals and teams are free to explore, play, and make mistakes. Technology can increase the amount of time spent in learning throughout a person's career by making compelling learning environments accessible in homes, offices, schools, and libraries. For young people, technology, if used properly, has the potential to revolutionize the way in which children and adolescents spend their out-of-school time by allowing round-the-clock access to interactive learning software (games, information, instructional videos, etc.). This same technology will give adults the flexibility of learning whenever and wherever they choose, whether over a lunch-break or late at night after the children are asleep. Perhaps most importantly, by linking homes, schools, and offices together, technology can reestablish links between parents and schools and between learning and the practical work needed by a community.

The purpose of this seminar is to agree on a vision of what can be accomplished in this critical area that the President can bring to the American people, and a concept for how he might create a sense of national excitement and purpose around this vision. This will require us to launch work on a series of practical programs and policies that can ensure that the opportunity is captured. Expected outcomes will include, but are not limited to, the following:

- . Ensuring that emerging technologies are used appropriately to meet the nation's commitments in education and workforce policy (Goals 2000, School-to-Work, the Reemployment Act, Income Contingent Loans, etc.);
- . Ensuring the coordination of defense and civilian research on development aimed at using learning technologies for learning productivity;
- . Ensuring universal access to the information superhighway that can connect homes, schools, and workplaces throughout the country to learning resources;

Ensuring that education and training services aimed at military and civilian federal employees use the most efficient methods possible.

It is difficult to imagine an opportunity more critical to America's future. Efficient education and training is essential for a competitive economy, and it is critical for individuals to enjoy the benefits and avoid the perils of a prosperous, rapidly-changing economy.

The Department of Defense and Learning Technology

In the past half century, the Department of Defense (DoD) has invested substantial amounts of money, energy, time, and thought to improve the skills and readiness of the armed forces. This investment has involved both the training process and its applications to learners of different backgrounds and ability levels. Technology has been key to this process, and is becoming even more essential. DoD has thereby learned a great deal in this area about what works and what doesn't.

The investments that DoD has made in this area are many, and cover a number of areas, including:

- . Active learning from a distance through interactive networks;
- . Portable learning that is available to personnel in classrooms, workplaces, and homes;
- . Simulation technology to replace expensive, environmentally harmful, and/or dangerous learning experiences;
- . Embedded instructional sequences in operational equipment.

These investments have also helped DoD better understand what it does well in the areas of education and training. Key areas here include:

- . Learning by doing;
- . Team training/collaborative problem solving;
- . Individualization and feedback with assessment built in;
- . Career-long involvement -- truly lifelong learning

This DoD investment can now be leveraged to enhance the productivity of learning in other sectors of the economy. The seminar will concentrate on the types of learning technologies developed by DoD and their applications to civilian education and training. Other issues that have arisen -- such as lifelong learning in DoD, post-military employment history and military training contributions to the workforce, and employment opportunities for minorities and women -- could be presented as background material in this seminar.

Draft Agenda

A draft outline for the seminar has emerged based on meetings between the White House and key agencies participating in the event:

I. Introduction and Welcome -- DoD

II. Overview -- DoL

Secretary Reich will give an overview of key workforce initiatives and opportunities for applying new technologies to improve learning productivity.

III. Overview -- DoEd

Secretary Riley will give an overview of technology implications and issues involved in implementing Goals 2000.

IV. Overview -- DoC

The Department of Commerce will give an overview of business development issues in the education and training technology industry, and discuss ways in which, through regulations and incentives, the National Information Infrastructure (NII) could be used to provide universal access to businesses, schools, and homes.

V. Improving the Productivity of Learning -- DoD

DoD will discuss their experience with leveraging technology for learning.

VI. Interactive Learning Technology Demonstrations -- DoD

VII. Action Plan For Improving Learning Productivity -- TBD

Three interagency "tiger teams" have been established to develop plans of action in a number of related areas:

Procurement and Programmatic Opportunities. This team will identify ways to use the federal procurement process to test and promote learning technologies and increase the productivity of Federal training programs. The Federal government spends huge sums on training. How might the types of technologies used by DoD be used to spend this money more effectively? The team will also identify programmatic opportunities (ie -- Goals 2000, School-to-Work, the Reemployment Act, Job Corps) to use DoD learning technologies to:

1) increase the efficiency of the programs, and; 2) speed the development and disbursement of this technology by using federal program funds to leverage the utilization of learning technologies.

Research and Development in Education and Training. This team will come up with a plan to focus, coordinate, and plan federal R&D spending in education and training. This effort will include defining and assessing current federal R&D efforts, and providing policy guidance about the federal investment in R&D to enhance teaching, learning, and training. The group will also look at ways to promote the widespread use of technology to enhance lifelong learning by coordinating federal efforts to support state and local use of advanced technologies, foster collaboration among federal agencies, coordinate the identification, promotion, and expanded demonstration of exemplary practices, and encourage the formation of public/private research and development consortia to develop new learning technologies.

The NII and Lifelong Learning. The National Information Infrastructure (NII) promises every business, hospital, home, library, and school in the nation access to a wide range of communications technologies, including voice, data, full-motion video, and multimedia applications. The impact of these capabilities on learning -- for children, higher education students, and adult learners could be substantial. If developed and implemented properly, the NII could be an ideal vehicle for improving the productivity of learning throughout America. This group will examine ways to ensure that the implementation and development of the NII will provide incentives for the continued development and disbursement of learning technology and ensure universal access.

VIII Creating a Vision for the Future

To conclude the seminar, a discussion will be held on the creation of a message/challenge that the President could bring to the nation in a major public event. The message should probably include the following:

- a reiteration of the Administration's commitment to ensuring that all Americans can benefit where growth and prosperity require constant change, and our competitiveness hinges on innovation and lifelong learning;
- an explanation of how new technologies can support this mission by doing things no one thought possible;
- a statement about how businesses, schools, and communities can work together to meet critical social objectives while creating large-and

profitable business and employment opportunities in an area where America currently has a clear, worldwide competitive advantage;

- an identification of specific programs and new initiatives that could be announced/introduced in a national event built around the vision -- this might include a "new communities" award which could be given to one or more teams of local governments, local businesses, schools, information technology providers, community colleges, and other groups which propose to develop and introduce learning technologies in ways that can demonstrate the potentials described in the vision; and a "new curriculum" award for major innovations in the use of technology aimed at achieving the Goals 2000 missions.

THE WHITE HOUSE

WASHINGTON

June 2, 1994

MEMORANDUM FOR ETR POLICY WORKING GROUP
(See Attached Distribution)

FROM: Bill Galston
Paul Dimond

SUBJECT: ETR Meeting Announcement

Our next ETR Policy Working Group meeting will be held on **Thursday, June 9, from 1:00 to 2:00pm in room 230 OEOB. PLEASE NOTE THE TIME CHANGE!** We will hear a report from Sheryll Cashin and Peter Edelman's subgroup on Overcoming Discrimination and Extending Networks of Opportunity (please see attached memo from this group). We will focus on the mission, timetable, and action/outcomes for this group. We will also present a timetable for future ETR meetings for your review.

We have also attached a cover memo and background paper on the ETR Seminar on Improving the Productivity of Learning. As you will recall, this seminar is being planned by the ETR sub-group on Improving the Productivity of Learning, led by Paul Dimond, Henry Kelly, and Lou Finch. We will discuss this subgroup's progress on the following **Thursday, June 16**, along with a report from Belle Sawhill, Tom Glynn, and Mike Smith's subgroup on Reviewing the Performance and Operation of Federal ETR Programs. The time for this meeting will also be from 1:00 to 2:00pm in room 230 OEOB.

THE WHITE HOUSE
WASHINGTON

May 31, 1994

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THE WHITE HOUSE
WASHINGTON

June 1, 1994

MEMORANDUM FOR ETR GROUP

FROM: SHERYLL CASHIN
BILL DICKENS
PETER EDELMAN

SUBJECT: PROGRESS REPORT ON ETR SUBGROUP ON OVERCOMING
DISCRIMINATION AND EXPANDING OPPORTUNITY

Overview: We have focused on two areas of activity (1) employment discrimination enforcement as it relates to first-time minority entrants into the labor market; and (2) strategies for improving minority access to the labor market, particularly for residents of distressed communities. Sheryll decided to address entrepreneurship issues under the auspices of the NEC-DPC community development working group -- as the experience and composition of our ETR subgroup is better suited to employment, rather than business development.

I. Overcoming Discrimination.

The group has met twice on this subject and has mapped out goals and an action agenda for the summer. The general goal is to bring to bear those federal enforcement powers -- both coercive and persuasive -- that are relevant to eliminating discrimination against minority first-time entrants and re-entrants. We hope to achieve this goal by identifying potential discriminators, assessing existing enforcement powers, and determining what, if any, new innovative and/or coordinated enforcement strategies would have a positive impact on this problem. Based upon the work of Michael Fix and others at the Urban Institute in using testers, the group generally feels that a new federal program or pilot that would make use of testers is likely to be part of our final recommendations. Realizing that such a recommendation may have budgetary implications, our goal is to have a draft enforcement strategy document completed in time to be reflected in the FY96 budget -- i.e., about mid-August.

This draft document would be intended for public release and would be analogous to the recently released "Interagency Task Force on Fair Lending Policy Statement" -- a 21-page document articulating the coordinated enforcement policies of the ten federal agencies charged with various aspects of bank regulation and lending. The proposed contents of our document are as follows:

1. Empirical data on job discrimination and labor market conditions for the target population.
2. Currently applicable law and enforcement policies.
3. Announcement of new enforcement strategies, including both coercive, educational and persuasive activities. (If a testing pilot is recommended, this would be included here.)
4. Statement of approach to coordination of enforcement strategies among relevant federal agencies.
5. Statement of relationship of enforcement strategies to other programs and strategies of the federal government that are designed to improve access to employment for the target population. (This is a way of relating positive incentives to employers and others for addressing this issue.)

Certain people in the group have been assigned the task of pulling together data and proposed options or text for each section of this outline. Michael Fix will be addressing the subgroup on June 16 on testing issues.

.II. Job Linkage Strategies.

The group has also met twice on this subject and has mapped out an action agenda, although it is not yet quite as defined as the anti-discrimination agenda. The general goal is to improve minority access to the labor market, primarily for residents of distressed communities where the networks that lead to such connections are greatly diminished. We are focusing on producing a paper, not necessarily for public release, which articulates the need for concentrated effort on the lack of connections and suggests the actions the Federal government should take to address the issue. Ultimately, we hope to include in the paper a set of specific recommendations concerning implementation or administration of School-to-Work; JTPA; the One Stop Centers/Reemployment Act; YES (Crime Bill Prevention); and, possibly, a National Campaign for Youth. For each identified program or proposed program, we will have a member of the group undertaking an audit, of sorts, to identify implementation or other issues that issues may be impacting negatively on the target population.

We also hope to identify a long-term, institutional mechanism for improving the coordination and implementation of the plethora of other existing programs that are relevant to the problem of linkage to jobs for the target population.

Finally, to inform our thinking about whether a new program or other initiative is needed to catalyze more private sector linkages, we will also be examining all available information about existing, successful public/private job linkage partnerships.

All of these activities will shape the content of the proposed paper, which, currently we have outlined as follows:

1. Empirical and other evidence of the importance of Linkages
2. Examples of Successful Models--e.g. America Works, New Hope, Project Match, Riverside GAIN-- and an analysis of what seems to work and not work. The section would also identify those successful intervention points for the federal government.
3. Proposed courses of action and possible new initiatives.

This leaves unaddressed the linkage between disadvantaged youth and higher education. Recent developments suggest that this should be a subject of major concern. While we may address the issue in some respects in our sub-group, our plate is already brimming. Therefore, we recommend that this issue be looked into directly by Mike Smith/DoEd, with assistance from Paul Dimond and other interested parties (such as Gary Orfield) as may be appropriate. Presumably, this group would then report back to the full ETR group on their findings and suggestions.

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Paul Dimond	NEC	456-2800	456-2223
Sheryll Cashin	NEC	456-2800	456-2223
Belle Sawhill	OMB	395-4844	395-5730
Chris Edley	OMB	395-3120	395-4639
Barry White	OMB	395-4532	395-1596
Greg Simon	OVP	456-6222	456-6231
Alicia Munnell	TRS	622-2200	622-2633
Joe Stiglitz	CEA	395-5036	395-6947
Bill Dickens	CEA	395-4597	395-6853
David Kusnet	WH	456-2777	456-2239
Henry Kelly	OSTP	456-6034	456-6023

ETR Mtg 6-9-94

Tony Carnevale - Longitudinal Study of Movement in Income Dist.

- Did individual people do worse in economy, did specific groups?

Findings

- ① Thruout 70s - 2/3 did better
- ② 80s - 2/3 did not lose
56% did better

↳ Difference in ^{in \$}sp -- people at bottom of distribution fell rapidly.

↳ Did change work for Americans?

Voluntary changes vs. Involuntary vs. Stayers

① Voluntary changes -- 79% did their own or better

② Stayers did best of all

③ Involuntary changes -- 50% did worst

④ Strongest gains from voluntary changes who stay within their industry/occupation

Mainstream voluntary change is OK, But slow-skill, involuntary changes don't do well.

↳ In 70s, everyone tended to move together -- Black/white, ed/not ed.

↳ 80's - split apart? - women were better, but Black males did much worse in 80s due to lack of job opportunities for young people -- did worse in 80s

3 kinds of change Δ occupation, Δ industry, Δ employer
Multiple changes (people who change a lot) do much worse. Tend to do worse, make less.

↳ Longitudinal, individualized data -- show progress of individual target group

In 80's, 47% of Black males had declining career paths

Skills gap narrowed for Blacks from 70s-80s
- hispanic data

Distribute Carve-out paper to ETR Group

How does education correlate to income? ~~the~~ changes?

Skill is more important than ever, but risk is greater.

Anti-Discrimination Sub-Group

Anti Discrimination

- ✓ Took from bar lending TF experience.
- ✓ Interagency Coordination is crucial on this.
- ✓ Focus in on new-entrants to Job market
- Document
 - Empirical Statement of problem
 - Current policies / tools on enforcement
 - New enforcement mechanisms
 - Coordination of Enforcement
 - Highlight positive role that employers can/do play

- makes good business sense not to discriminate.

Michael Fox, Urban Institute - Thurs June 16 - 5:00
talk to sub-group about the issue.
- use of testing

Ev work w/ Sheryl -- How
work from job-skill perspective -- Can this

DATE: April 22, 1994
TO: Paul Dimond
FROM: Mike Schmidt
RE: A Welcome Back Update

Welcome back Professor! I figured that you would be all recharged and rarin' to go after your vacation, so here's a summary/update on what's been going on while you've been away. I hope it will suffice until we have a chance to talk face-to-face on Monday.

I. Status of ETR Subgroups

- **Overcoming Discrimination and Extending Networks of Opportunity.** (Sheryll Cashin, Bill Dickens, Peter Edelman) This group gave a report on their efforts at Thursday's ETR meeting on their draft plan (the two pager that Sheryll did last week) on how they will proceed on this issue. This group is way ahead of the game, and their report generated a good amount of discussion and interest at the meeting. Specific suggestions included dealing with the issues of workforce preparation and employment testing, and including a good summary and presentation of the statistical evidence behind the discrimination issue as a factual predicate for the group's work.

Discuss w/ Bill

- **Implementing Goals 2000, School-to-Work, and the Reemployment Act and Reviewing Performance and Operation of Federal Education, Training, and Reemployment Programs.** (Belle Sawhill, Doug Ross, Mike Smith, and Tom Glynn) The review of federal programs has been underway for some time now, headed up by Belle Sawhill and Mike Smith. However, the question of merging this group's focus with a focus on implementing our education legislative agenda is still up in the air per Bill Galston's request -- he is still not convinced that this linkage is feasible for political and other reasons. He said that he has a call in to Mike Cohen at DOE on this issue, and that we should put this "merger" of issues on hold until this conversation takes place.

Paul make sure Bo is OK

- **Productivity and High Performance in the Service Sector.** (Ev Ehrlich, Bo Cutter, Kent Hughes) This group is going full tilt and Kent feels that they will have something for the ETR to review in a few weeks. They have already uncovered a number of interesting bits of information. They have gathered a sample of 47 high performance service companies from a diverse range of businesses -- from hotels to communications companies -- and are now looking at the data to try and see how productivity and skill levels change as a workplace changes from the old model to the high performance model. They have also found out that the Office of Technology Assessment (OTA) has just started a project on

Paul will double check w/ PR

developing a strategy for encouraging high performance, high wage workplaces. Kent is working to set up a briefing at DOC with OTA, and will let us know the details so we and other members of the ETR group can attend. Also, the Sloane Foundation is beginning to get interested in the service sector workplace as well. They are funding a project out of Wharton that is looking at the Financial Services industry and how the workplace is changing (high performance).

- **Improving the Skills of Incumbent Workers.** (Jack Donahue, Leslie Lobel, Mike Smith, Kent Hughes, Tony Carnevale) The Department of Labor will be focusing hard on this issue after the Reemployment Act is further along on the Hill. This group is therefore on hold at the moment, per DOL's request, and will not get rolling for at least a month.

Mike follow up w/ Kent
Paul talk to Peter
young family issue

- **Creating a Virtual ETR Group Conference.** (Dave Barram, Kent Hughes) Kent is working on a proposal for creating an on-going computer network to do our work and fully engage agency staff and resources. He is looking at what kinds of systems and networks are already in place, and what can be done to tie them together. When this information is uncovered, he will go to Dave Barram with this information, and see where Dave wants to go from there.

- No feels Lotus notes is way to tell Kent

- **Supporting Work and Family in the New Economy.** (Peter Edelman) Peter is working to push this issue at HHS, wants to talk to you to better define the issue (I will go into detail when I talk to you). There is also a workload concern at HHS -- with Health Care and Welfare Reform going full tilt, the staff is not there to properly do the work on this. So as of now, the issue of timing is up in the air.

- **ETA Response to NSF Research Proposal for a Human Capital Research Initiative.** (Bill Dickens, Larry Katz, Sheryll Cashin, Belle Sawhill, Tony Carnevale) This group is a result of our briefing last week by the NSF. However, it has yet to be formally created due to an ethical issue raised by the two "chairs" of the group Bill Dickens and Larry Katz: a question has arisen as to whether Larry and Bill, as former and prospective future NSF grant awardees, can actively participate in such an effort under current ethics rules. As of Friday, the DOL Counsel has given Larry a green light to participate, and the WH Counsel is supposed to have an answer for Bill by this afternoon. As soon as they get formal OKs, this group will get right to work (Bill and Larry are eager to get to work on this ASAP, and I shared your comments with Bill earlier in the week).

Henry - Paul, Jack, Portman
Lou's assistant

- **DOD/DOL Seminar on Learning Levers/Technology Transfer.** (Mike Smith, Henry Kelly, Paul Dimond, Lou Finch, Jack Donahue) The agenda for the meeting is being drafted (Anita Jones, Mike Smith, and Lou Finch are working on their parts, and Henry and I are working on the overview piece), and the group should have something to report next week. The timeframe we are looking at is on a Saturday 2-4 weeks in the future. Tom Glynn is meeting with John Deutch on a different issue this Monday, but will make this seminar a part of their discussion -- primarily fleshing out what Deutch thinks should be included in the agenda. **Paul, this summary is entirely inadequate -- I will fill you in on the progress that Henry and I have made first thing Monday morning. However, you should know that 1) we need to get some sort of Commerce tie to this event -- Ron Brown is going gangbusters on the whole NII/technology issue, and 2) Lou Finch will be out of town all of next week, so that may move our timeline on this back a week, since Deutch is relying on Finch to be the mover on all of this for DOD.**

- **Understanding and Accepting the New Economy.** (Bill Galston) Bill led an animated (to say the least -- Katz and Dickens did a great economist's impression of Siskell and Ebert!) discussion on this issue at Thursday's meeting. There seems to be a great deal of interest in the subject, and Bill felt that the discussion was very useful and will get a group together to flesh out this issue.

II. Other Bits and Pieces

- Bill Galston has looked at the "Prisoners of Time" report that you sent him, and is already acting on it with Education ("the wheels are in motion" was his quote). He assured me that there were no immediate decisions to be made before you get back.
- Stegman will get Paul a copy of their revisions to the Urban Strategy on Monday (see Weinstein on this).
- I spoke with Brad Knott (DOL) on the Reemployment coordination issue. He said that he is heading up an interagency legislative team monitoring the Congressional action on the Reemployment Act (how does our ETR group on the leg side fit in here?). He will call me next week to touch base and discuss how we can open formal lines of communication on this.

I'm sure there is more, but we can discuss anything else on Monday.

ETA ISSUE TRACKER

ISSUE SUMMARY	
Issue/Assignment	Agenda for DOD Seminar on Learning Levers/Technology Transfer
Summary	Get input from Mike Smith and Jack Donahue on the outline of the proposed approach to Learning Levers at the DOD seminar, per Dimond's 2-page outline to Henry Kelly on subject.
Date Received	April 18, 1994
From	Paul Dimond
Need to Contact	Mike Smith, Jack Donahue
FOLLOW-UP	
● Called Mike Smith 4/19/94	Mike is faxing over his comments on the outline -- will have them by this afternoon or tomorrow morning.
● Called Jack Donahue 4/19/94	Jack's only concern is that we connect with Rob Portman (DOL Special Assistant, OAW) to make sure that this effort is not overlapping with his ongoing efforts in this area. Jack passed on the memo to Rob, and asked that I call Rob to get his feedback.
● Called Rob Portman 4/19/94	Rob seems fine on the outline. He is meeting with Henry Kelly on Wednesday, April 20, and invited me to attend. His only concern is that we coordinate the event with a meeting that Tom Glynn and John Deutch were scheduled to have on a similar issue.
● Attended Meeting with Henry Kelly, Rob Portman	

ETA ISSUE TRACKER

[illegible]

ETA ISSUE TRACKER

ISSUE SUMMARY	
Issue/Assignment	ETA Policy Subgroup on Implementing Goals 2000, School-to-Work, and the Reemployment Act and Reviewing Performance and Operation of Federal Education, Training, and Reemployment Programs
Summary	Bill Galston needs to write a thought piece on how these legislative initiatives can be used to catalyze/leverage change nationwide. Belle Sawhill, Doug Ross, Mike Smith, and Tom Glynn already have an effort under way to review existing federal programs (Doug Ross needs to be added). But this review needs to be refocused on how the federal government can catalyze change, not just reorganize, especially in light of the implementation of Goals 2000, School-to-Work, and the Reemployment Act. What is needed is: 1. A thought piece from Bill Galston on this subject to guide the existing group. 2. Perhaps a seminar inviting outside groups in to help us focus our review of existing programs and implementation of new ones.
Date Received	April 14, 1994
From	Bill Galston, Paul Dimond

[illegible]

ETA ISSUE TRACKER

[illegible]

ETA ISSUE TRACKER

ISSUE SUMMARY	
Issue/Assignment	ETR Subgroup on Supporting Work and Family in the New Economy
Summary	Peter Edelman will prepare a proposal for proceeding to review these issues with Secretary Shalala.
Date Received	April 14, 1994
From	Paul Dimond
Need to Contact	Peter Edelman
FOLLOW-UP	
● Called Peter Edelman 4/20/94	Peter had two issues to discuss with Paul: 1) Tom Corbett proposed a related question on how disabled and other special populations access the workforce. Paul had written back to Peter that he did not think that Tom's question was what we wanted this group to look at -- could it be joined to another group? Peter called Sheryll, to see if it could be a part of her subgroup on overcoming discrimination. Sheryll was hesitant to take on too much with her group, but will if we have to. Question is, do we attach as part of Sheryll's group, as a subgroup of Sheryll's subgroup, or as it's own seperate subgroup? (Why not subgroup of subgroup, as ridiculous as that sounds -- make a special exception given CHR's interest in the subject). 2) The issue that Paul wants this subgroup to cover is huge -- not sure if the question is askable, because it is too broad. Should we focus on narrower question of what is HHS's role in all of this, or should we make an attempt at the bigger question. Also, are either of these questions doable by HHS at this time? They are strung out right now with Health Care and Welfare Reform. Peter will push the issue at HHS, and talk to David Ellwood, but not sure.

ETA ISSUE TRACKER

[illegible]

ETA ISSUE TRACKER

[illegible]

ETA ISSUE TRACKER

ISSUE SUMMARY	
Issue/Assignment	ETA Subgroup on Understanding and Accepting the New Economy
Summary	Meet with Galston to get timetable/nudge him on thought piece on Understanding and Accepting the New Economy (with Tony Carnevale).
Date Received	April 14, 1994
From	Bill Galston
Need to Contact	Bill Galston
FOLLOW-UP	
● Met with Bill Galston on April 18	Bill is working on a 2-3 page draft on this issue that will build on the recent Times/Mirror poll and look at the disconnect between improving financial indicators and the public's increasingly pessimistic mood about the "new economy." Check with Bill on Wednesday to see if he will have anything ready for the upcoming ETR meeting.

PHOTOCOPY
PRESERVATION

ETA ISSUE TRACKER

ISSUE SUMMARY	
Issue/Assignment	ETA Response to NSF Research Proposal for a Human Capital Research Initiative
Summary	Convene issue subgroup to review the NSF Research Proposal for a Human Capital Research Initiative and draft ETA Policy Group response.
Date Received	April 14, 1994
From	Paul Diamond
Need to Contact	Bill Dickens, Larry Katz, Belle Sawhill, Tony Carnevale, Sheryl Cashin (with input from Bill Galston, Gene Sperling, Bo Cutter, and Mike Smith).
FOLLOW-UP	
● Called Bill Dickens 4/18/94	Forwarded to Bill the memo that Paul sent via E-mail before he left for vacation. Bill and Larry Katz will co-chair this subgroup. Bill will call Larry to decide on a time that they want to meet, who they want to work with them (I gave Bill Paul's suggestions). Bill will call me back with the results of his conversation with Katz, and I will help set up and attend the meeting.
● Bill Dickens Called 4/18/94	He and Larry are past and potentially future recipients of NSF Grants, and therefore may not be able to participate in such a project under current ethics rules. Larry is checking with DOL Solicitor's office, since the WH Counsel person on this is out this week. Bill will get back to me within next few days on this -- no action until straightened out. Need to raise this with Bill Galston -- even if it is legally OK ethically for them to participate, do we want to risk it for something like this. May want to avoid even the appearance of wrongdoing. May have to have Bill raise this at next ETR meeting, form group at that meeting.

● Called Bill Dickens 4/20/94	Labor Counsel says it's OK for Larry and Bill to participate. Bill is running it through WH Counsel now, will have answer by tomorrow (hopefully). His concern was mainly in becoming ineligible for future grants (as a visiting academic), but is eager to participate in this effort and will follow any ethical guidelines (and give up consideration of particular grants) that are necessary to participate.

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Joe Stiglitz	CEA	395-5036	395-6947
Bill Dickens	CEA	395-4597	395-6947

THE WHITE HOUSE
WASHINGTON

May 1, 1994

MEMORANDUM FOR BO CUTTER

FROM: PAUL DIMOND

SUBJECT: ETR WORKING GROUP -- FUTURE AGENDA

CC: BILL GALSTON
GENE SPERLING

I. Agendas and Calendar for Future Thursday ETR Policy Working Group Meetings. Your question about the future agendas and calendar for our Thursday evening ETR meetings is timely. We are at a point of transition. Based on my quick review of the time frame for the intensive work of the sub-groups as described below, I estimate that we will need only about one-half to two-thirds of the Thursday dates for the full group during the remainder of the year. The question remains whether we should continue a meeting every Thursday on **some** topic.

My initial instinct is to have a regular meeting, both to force progress in the sub-groups and to keep the beat going with the Working Group. But I fear that there may be lags when we are inventing sessions for Thursday night: make-work sessions can erode the momentum of the group. One possibility is to fill lags with **very** stimulating, "outside" presenters on topics of interest, but this does put a burden on creating and finding such seminar leaders **and** making sure that these fillers do **not** get in the way or otherwise delay essential feedback from the full ETR group. Your thoughts on this would be appreciated. My best suggestion is to explore the issue frankly with the full group and see if a consensus emerges.

II. Six Priority Areas for Work of ETR Sub-groups. We are set to focus on at least the six priority areas described below. Although the process for each will vary somewhat, in general they all contemplate that substantial policy work will be done by the sub-group (with the responsible agencies), with periodic reporting and consultation with the full ETR group once every six to eight weeks. **(The description for each sub-group also offers suggestions on how Bill, Gene, you and I can divide up and coordinate moving the policy work of the sub-groups forward).**

1. Improving Productivity of Learning for All Learners. You have a copy of the draft memorandum setting forth the proposed goals and agenda for this work. DoD will be the sight of an extensive seminar and hands-on simulation for the full ETR group and the Secretaries. Interagency Tiger Teams will then be set to develop the policies as set forth in the draft memo. We are shooting to have the seminar this month and to have the Tiger

Teams report back preliminary proposals in six weeks, final recommendations in 12 weeks, with a series of implementation tasks through year-end. **I will take the lead in moving this forward (with Henry Kelly), but would welcome any help or suggestions you can offer.**

2. Improving Quality, Coordination, and Impact of Federal Education and Training. As you know from my memo on the Brown analogies, Bill Galston and I are attempting to use the principles and open-ended nature of the call to learning in Goals 2000 (and in School-to-Work and the Reemployment Act) to raise this sub-group inquiry to a higher plane. The precise ways to do so, and how to coordinate this effort with the monumental and on-going task of implementing the Goals, are yet to be determined. **Bill will take the lead in coming up with a plan to do so, and I will help.** My best guess is that the time frame is six weeks for a preliminary report and 12 weeks for more final recommendations and options to the full ETR, with periodic updates through year-end. (Part of this timetable may have to be moved up somewhat if Congress makes consolidation of federal education and training programs a precondition for passing the Reemployment Act and any Welfare Reform. Bill and Gene will be watching the congressional scene closely as a part of our weekly review of the Reemployment legislation.)

3. Overcoming Discrimination, Extending Networks of Opportunity, and Building Micro- and Minority Enterprise. This sub-group has already framed its gameplan and gotten feedback from the ETR working group. **It will proceed under the leadership of Sheryll Cashin and Bill Dicken with an even more extended interagency cast (e.g., Ass't A.G. for Civil Rights); Gene and I can take responsibility for oversight.** It will proceed on roughly the same time frame as the first two.

4. Understanding and Accepting the New Economy. Bill provoked much interest in this subject: how to solve the conundrum (a) of people and policy needing to embrace change if we are to seize the opportunities of the new economy and (b) of people being very concerned, worried, insecure or worse about the change. **Bill will take the lead in framing the issues, suggesting next steps, and coordinating with Gene on suggestions on message and policy for the parallel effort on the National Economic Plan.**

5. Improving Productivity and Performance in the Service Sector. You and I will be meeting this week with Ev Ehrlich, et al, to decide how to shape and coordinate the complementary effort here with the NEC-DoC group studying restructuring of firms within the economy. **Bill and I would welcome you taking the lead in both of these efforts, and I would be glad to provide whatever back-up support I can for you.** One suggestion: this might be a good place to look more closely at the innovative, firm-based lifelong learning ideas, consortia, and credentialing on which I am convinced you so rightly focus our attention. Tony Carnevale, as well as some one from DoEd (Mike Cohen? Gussie Kappner?) and DoL (Jack Donohue?) might be helpful here if you need to begin to create disciples -- and embed new thinking -- in the Agencies. We surely have a responsibility to inspire harder thinking here, lest we get stuck with Occupational Skills Standards that are rigid, backward looking or

just plain irrelevant to the diversity, subtleties, and changes in private firms. Let's discuss.

6. Creating a New Vision for Family in the New Economy. Secretary Shalala suggested at our initial meeting that she wanted to transform HHS into an agency that supports families so that they can meet their responsibilities at home and in the community as well as in the workplace in the new economy. Instead of asking for government (or the community) to substitute for the family, such a vision would build on the proven record of the family as the greatest generator of human and social capital for each new generation. **Gene has expressed a willingness to lead this group, probably with Peter Edelman at HHS, and I'll be glad to work with Bill to provide back-up support. I hope that Gene will suggest how best to move this forward and a timetable. We could then make this a topic of discussion for a Thursday evening ETR group meeting within two weeks.**

III. **Odds and Ends.** This leaves hanging the issues of building skills and job-changing tools for incumbent workers. Although we originally envisioned that this might be the first of the priority areas, Jack Donohue informed us that the Secretary and DoL want to take some more time before framing the inquiry here. DoL wants to learn first from the DoD experience. During the time this dance is playing out with the two agencies (along with the reemployment act legislation in Congress), Jack can still be involved actively in the innovative learning and job-changing approaches that will be considered in your parallel firm restructuring and service productivity efforts.

A few other issues will require some attention of the full ETR policy group. First, we will need to work with Dave Barram to set up the groupware-lotus notes type virtual network for the working group and sub-groups. **Let me know if you want me to take the lead on this or merely to support your lead.**

Second, **Larry Katz and Bill Dickens will head up our ETR team to help shape and to provide a framework for NSF's human capital research plan. With Bill Galston, I'll provide support.**

Third, there may be some input required from the ETR working group if the President decides to lead a national campaign for youth. My best guess is that this would be more in the nature of information because the consultation on this is already on-going on many fronts in the White House and with the Agencies. **Gene and Bill are taking the lead on this, with my back-up.**

Finally, there may be some role eventually for the ETR group on the issue of inner-city unemployment once Bob and Carol finish their informal exploration.

Conclusion. Let me know if you see any gaping holes here, or if this summary triggers any suggestions or concerns. After I've got your input, I'll finalize with Bill and Gene. Thanks for your timely reminders and continuing help!

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Paul Dimond	NEC	456-2800	456-2223
Sheryll Cashin	NEC	456-2800	456-2223
Belle Sawhill	OMB	395-4844	395-5730
Chris Edley	OMB	395-3120	395-4639
Barry White	OMB	395-4532	395-1596
Greg Simon	OVP	456-6222	456-6231
Alicia Munnell	TRS	622-2200	622-2633
Joe Stiglitz	CEA	395-5036	395-6947
Bill Dickens	CEA	395-4597	395-6853
David Kusnet	WH	456-2777	456-2239
Henry Kelly	OSTP	456-6034	456-6023

**EDUCATION, TRAINING AND REEMPLOYMENT
POLICY WORKING GROUP MEETING AGENDA
May 5, 1994 6:30pm - 7:30pm
Room 230 OEOB**

I. Updates and Plan of Work for ETR Policy Group.

- Lou Finch will lead a discussion on the status of the ETR seminar on Learning Productivity at DoD and the mission of this subgroup (10 minutes).
- Update on status of ETR issue subgroups -- Paul Dimond (10 minutes).
- Discussion of future meetings for the ETR Policy Group (10 minutes).

II. Understanding and Embracing the New Economy (continued) -- Tony Carnevale (30 minutes)

TENTATIVE ETR THURSDAY SCHEDULE (PRECEDED BY SEPARATE REVIEW MEETING WITH GALSTON-DIMOND AND TEAM LEADER(S) FOR EACH SUB-GROUP WITH SPERLING, CUTTER PARTICIPATING TO FULL EXTENT AVAILABLE)

ROUND 1 -- FRAMEWORK AND MISSION, PROGRESS AND GAME PLAN,
POSSIBLE PROPOSALS THAT MAY CATALYZE A SIGNIFICANT
LEAP AHEAD

JUNE 9: ANTI-DISCRIMINATION AND JOB NETWORKS
FIRM RESTRUCTURING AND SERVICE PRODUCTIVITY ("A")

JUNE 17: LEARNING PRODUCTIVITY
LIFELONG LEARNING/ FEDERAL ETR LEVERAGE ("B")

JUNE 23: TOOLS, POLICIES, AND POLITICS TO EMBRACE CHANGE
FAMILIES AND A NATIONAL CAMPAIGN FOR YOUTH ("C")

ROUND 2 -- OPTIONS FOR SIGNIFICANT CHANGE/IMPLEMENTATION
SCHEDULE

JULY 7: A

JULY 14: B

JULY 21: C

ROUND 3 -- FY 96 OPTIONS/IMPLEMENTATION PROGRESS/ACTION PLAN

SEPT 15: A

SEPT 22: B

SEPT 29: C

INTERLUDE -- LOOKING OVER THE HORIZON, AGAIN; SYNERGIES, GAPS
VISIONS AND BUILDING CAPACITY FOR INTERAGENCY WORK
(GALSTON-DIMOND)

OCT 6 PLUS ADDITIONAL PAPERS/MEETINGS AS NEEDED

ROUND 4 -- AGENDA FOR ADDITIONAL SIGNIFICANT CHANGE IN
EDUCATION, TRAINING AND REEMPLOYMENT ("D")
(GALSTON-DIMOND)

NOV 10 PLUS ADDITIONAL PAPERS/MEETINGS AS NEEDED

ROUND 5 -- ACTION AGENDA FOR INFLUENCING CHANGE

NOV 11 A

NOV 18 B

DEC 8 C

DEC 15 D (AND CELEBRATION OF ACHIEVEMENTS AND NEW
VISIONS FOR CHANGE)

Re:ETR Sub-group work, action, report of options

Bo,

Attached is a tentative timeline of subgroup work, action and reports. As you will see, the first item is to create an organizing framework, tentative priorities that could lead to a major leap forward, and a gameplan for proceeding. Each of the sub-group leaders is now working on this first step; and Galston and I will be reviewing with the sub-group leaders next week (which will lead to the first round of meetings set forth in the attached).

Obviously, this is tentative and I welcome your input for improvements. So, too, the attached timeline of full meetings of the ETR Group will be subject to change depending on what we turn up in each subgroup.

Finally, Julia will be working with Liz to set up a meeting with you, Ev, and John Goodman to discuss your sub-group next week. I would like for you and Ev to present your organizing framework and priorities at the beginning of "Round 1" with the ETR sub-group to set a high standard by example. (I think that joining discussion of this with the Anti-discrimination/Job Networking group may also lead to interesting synergies, as well.)

I have been working with each of the sub-groups to try and shape this first step. I enclose an example of my communications with Belle on the workforce training/lifelong learning effort. (I have stayed clear of your group to date, but would like to catch up next week; and the Family/National Campaign for Youth Group is still aborning, for a variety of reasons that we can discuss)

Thanks for your assistance.

Paul

DATE: May 11, 1994
TO: Paul Dimond
FROM: Mike Schmidt
RE: Thoughts on ETR Direction

Well Paul, I took you up on your challenge and did some thinking while flying to and from Albuquerque about what the ETR Group is doing and what we might be missing. While these thoughts are still rough, I have tried in this memo to organize them into two areas: issues that we are not now covering but perhaps should be covering; and issues that we have identified but have taken little/no action on, and that may need to be nudged along. In a memo that I will get to you by the end of the week, I will share one possibility for a "Presidential Challenge," an issue that I know you have been mulling over.

AREAS NOT COVERED

The main question that you asked me to think about was "what areas/issues are we missing?" As you will see later on in this memo and in future memos, my thoughts began to jump from this question to other related questions. However, I mustered enough self-discipline to think of at least a few areas that may need to be examined in some capacity (whether an "official" ETR subgroup or some other mechanism):

- **Tribal Education.** As you might expect, my participation at the Indian Listening Conference naturally led me to identify this issue right off the bat. But Native Americans have a number of special needs and circumstances that make them unique from other populations. In light of the President's recent Executive Order on Government-to-Government Relations with Indian Tribes (which directed federal agencies to consult with Indian Tribes and associations on federal regulations and policies that affect them), we may want to at least check with DoEd so we can get up to speed on what they are doing in this area (I don't think a full-blown ETR subgroup would be appropriate here, although one that looked at Tribal access to all federal training and education programs may be an interesting idea).
- **Rural ETR Needs.** It seems to me that rural areas present many unique challenges when it comes to designing/implementing ETR programs/policies. Lack of business infrastructure would likely make access a big concern (access to high-performance jobs, training programs, school-to-work educational opportunities, etc).

- **School-Centered Community Family Services.** After thinking about this issue for some time, I came back on Monday to find out that Galston had already set up a meeting to look at this very issue! However, it is still an important issue and we should keep track of where Bill is headed with it to keep the ETR group informed and to possibly think about someday bringing the effort under our auspices – it definitely has a link with the HHS group that Gene and Peter Edleman is (will be?) heading.
- **Training Needs of the Government Workforce.** State, local, and federal government workers make up something like 18% of the workforce. And a well-trained government workforce is vital to the success/survival of a democracy in many ways (Heritage Foundation arguments aside, for the moment!). Yet when we talk about training, we rarely think about this huge sector (almost one-fifth!) of our workforce. Do adequate training opportunities exist for these workers? Are the skills/knowledges/abilities that they need markedly different than the ones needed in the service sector in general (I think yes in ~~many~~ ways)? Politically, I know that it is difficult in lean budgetary times to talk publicly about the training needs of government workers (believe me, as a former federal HR policy person, I know). And I also know that the NPR deals with this issue in many respects --reinventing government and making it more high-performance, etc. However, the question remains: is there a piece that we should be looking at? I am not sure.
- **Meeting the Education/Training Needs of Older Workers.** I am not talking about the issue of incumbent workers, although the issues do overlap in many ways. Rather, I am thinking about demographic and technological trends that are already affecting and will continue to affect the needs of the workforce. In a nutshell, as medical/health technology advances, people are living longer and healthier lives. It is no longer realistic (or economical) to assume that most people will retire at age 65. Combine this fact with the demographic tidal wave that is the "baby-boom" generation, and you have a collision of major proportions -- a large group of workers who will conceivably be working for 20-30 more years but lack the high-performance skills to compete in the new economy. Even at age 60, a worker today and in the future can realistically expect to be working for another 10 years. What kinds of training/educational needs will this population have? It is very different to think about the retraining/educational needs of a 35 year-old and a 55-60 year old. How do we help guarantee access to training/education for these workers?

AREAS THAT NEED NUDGING

There are also several issues/areas that we have talked about at one point or another, but for a variety of reasons have not taken any action on. I list some of these briefly:

- **Lifelong Learning/Incumbent Workers.** Yes, yes, I know why we haven't moved on this. But it seems increasingly clear to me as I think about all of these issues that it is impossible to deal in any meaningful way with education/training needs/programs/activities without thinking seriously about this issue. Over 80% of our workforce in the year 2000 is already on the job. Goals 2000 and School-to-Work are vital, tremendous, exciting pieces of legislation, but they are only dealing with 20% or less of our workforce over the next 20 years. A significant proportion of the workforce has already been missed -- educated in an antiquated 19-century educational system that has left them unprepared for the new economy. What do we do about them? This is where most all of the fear and tension reflected in the Times-Mirror poll comes from. I know I am preaching to the choir here, but maybe we need to nudge this issue along rather than wait for the agencies to gather mountains of information and take hardened positions, only to force us to work doubly hard to revise those positions. Why don't we suggest to the relevant actors that we all jump into this thing together? That way we are all moving along the same learning curve. This approach certainly worked for Bonnie's group.
- **The Rise of The Technician.** A long time ago, you distributed a paper on the rise of a new class of workers -- the "technicians." Drucker refers to a similar type of "knowledge worker" and estimates that they will make up a significant percentage of the future workforce. What else do we know about this class of worker? Should we be looking at technicians as a model for developing/redefining federal training programs? I am not sure how the ETR can approach this subject (or even if it should), but it certainly seems too important a subject to ignore.

OPENING STATEMENT
COLLIN C. PETERSON, CHAIRMAN
EMPLOYMENT, HOUSING AND AVIATION SUBCOMMITTEE
May 3, 1994

Today the Employment, Housing and Aviation Subcommittee is continuing its series of hearings on employment training programs of the Federal government. Two months ago we heard from the General Accounting Office, the National Governors Association and officials from three state labor agencies about the severe problems caused by the fragmentation of these programs.

The GAO reports that there are 154 training programs in 14 Federal agencies, costing about \$25 billion a year. The programs have overlapping target groups and different eligibility criteria, funding streams, structures, and reporting systems. This bureaucratic maze of programs frustrates and confuses the public, service providers and--worst of all--the jobseekers in need of help. We can no longer tolerate the waste of money at Federal, state and local levels which results from this uncoordinated crazyquilt.

The Administration has proposed a Reemployment Act which moves toward an integrated system by merging several dislocated worker programs within the Labor Department. This hearing is not the forum to review the bill in any detail. The Subcommittee is looking beyond this constructive first step in search of broader interagency or government-wide measures.

We know that ours is not the first effort to achieve coordination among education and training services. The Job Training Partnership Act, for example, provides an 8% setaside for coordination of education and training services at the state and local level. The Carl Perkins Vocational Education Act requires that state vocational education plans be submitted to state JTPA coordinating councils. The Family Support Act of 1988 directed the Labor, Education and Health and Human Services Departments to work together to provide technical assistance to local JOBS programs.

At the White House level there have been some attempts at coordination, too. In 1987, for example, a Low Income Opportunity Board, composed of the Office of Management and Budget and seven departments, facilitated waivers for states wanting to experiment with public assistance initiatives. In 1990 the Board was replaced by an Economic Empowerment Task Force intended to enhance coordination. Meanwhile, the number of programs continues to expand and not shrink.

In January 1994, the National Governors Association wrote to President Clinton welcoming the attention to workforce development issues but stating: "...just as responsibility for job training is scattered across numerous federal agencies, reforms in these programs are proceeding in a piecemeal way which

mirrors and will add to the fragmentation of federal job training efforts."

The President responded in February, saying that he had established "an Administration oversight group...charged with leading our coordination efforts." Our repeated inquiries have uncovered no evidence of progress toward this important goal!

Today we have a unique opportunity to ask key officials of five agencies with major pieces of the employment training pie what they are doing to simplify and coordinate their programs. What are their recommendations for next steps toward creation of an effective workforce development system? Cooperation and coordination are popular words these days, but how much do they actually influence government agencies in real life? I hope that this joint appearance will prove useful for our witnesses as well as enlightening for the Subcommittee.

Our members recognize that much of the current multiplicity of employment training programs can be laid at the door of Congress. One authority summarized the coordination problem as: "Too many administrative agencies providing too many assistance programs under the oversight of too many congressional committees." It is true that our convoluted committee system and our responsiveness to constituents and interest groups have led to the creation of multiple programs. Therefore, we have asked the witnesses to suggest both legislative and administrative remedies for the employment training maze. With this ambitious goal, I am pleased to welcome all of you here.

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