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Mike  
Schmidt  
(Schrod-to-work)

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Pleasure to be with you today. I've already had the opportunity to meet with your very able president, and I look forward to learning more about your accomplishments and plans for the future.

I've reviewed the analysis of your core programs prepared by the Center for Labor Market Studies, and I'm impressed with the results you've already achieved. I'm just as impressed with your proposal for statewide school-to-work transition systems. But before we get to that, let me talk for a bit about the Administration's plans.

1. We need a healthy growing economy with jobs for everyone who can work. A two-prong strategy:

- o sustained deficit reduction to reduce interest rates and free up capital for productive investment

- o carefully targeted public investments in people, infrastructure, and technology

Can and will argue about the details, but we are confident that in the long run, the underlying logic of the President's proposal will prevail.

2. We need meaningful reform of public education around the basic ideas of high and explicit standards backed by quality programs.

- o Head Start

- o Chapter 1

- o Goals 2000; skills standards board

3. Coherent strategy for job training/retraining

- o one-stop shopping

- o dislocated workers

- o school-to-work. Since I know this is an area of special interest for you, let me go into somewhat greater detail.

[go to text]

## LESSONS FROM EXPERIENCE

Our schools are designed to prepare students for college, not work. But three-fourths of high school students will be entering the workforce without college degrees -- and without meaningful job experience or basic information about occupational choices, employer expectations, and job entry requirements.

These young people -- the vast majority of high school students -- will also leave high school without basic academic or occupational skills, and without a secondary education that adequately prepares them for work or for further education. The Department of Labor has reported that more than fifty percent of young people leaving school lack the foundation or knowledge required to find and hold a job.

What employers want in entry-level workers is mature employees with high academic and occupational skills and meaningful work experience. That isn't what they get -- which is why, in this country, only one large firm in ten hires new high school graduates. For most new graduates, productive employment is elusive -- and the jobs they get neither expand nor strengthen their job skills.

It doesn't have to be this way. Many of our international competitors, such as Germany and Japan, have employers eager to hire young people out of high school. They know that their youth training systems -- which integrate programs of education and employment -- develop well-trained, well-educated, and experienced entry-level workers who can help their firms -- and their economy -- stay productive and competitive. Unlike most employers in the U.S., they don't have to rely on a diploma or certificate that marks how much "seat time" a student has put in, rather than what he or she knows and can do. Instead, there are objective, meaningful standards by which students and employers can assess academic and occupational skills.

These countries also expect that young people will do well in school and follow meaningful career paths to become skilled and productive employees -- and these countries invest the resources necessary to educate and train their youth. In contrast, the U.S. demands very little of the vast majority of secondary school students -- with the result that U.S. students continue to perform poorly on international comparisons of academic achievement, often ranking at the bottom.

But rather than commit ourselves to a comprehensive, effective, coherent, school-to-work transition system for all Americans, we have traditionally concentrated our education and training dollars on the most advantaged -- and, to a lesser extent, on some of the very most disadvantaged, giving them a "second chance" once the system has failed them.

What we have found, however, is that "second chance" job preparation programs often are much too little, much too late. The employment and earning prospects of high-risk youth enrolled in short-term job training programs (typically four to five months long)

funded under the Job Training Partnership Act (JTPA), are no better than those of comparable youth not in the program.

For the most part, we have ignored the evidence that intervening early and aggressively with multi-year programs and comprehensive approaches can substantially improve employment and earning prospects, especially -- but not only -- for high-risk, disadvantaged youth. For example, three-quarters of the graduates of Job Corps -- an intensive long-term program for high-risk youth, which combines classroom courses, counseling, and hands-on job training -- move on to a job or full-time study and earn significantly more than their cohorts who have not been in Job Corps.

We have also written off the vast majority of "average" high school students -- with vocational courses that often are irrelevant to skilled jobs, and "academic" or "general education" courses that prepare students neither for work nor to take advantage of further education. Fewer than thirty percent of high school graduates enrolled in community colleges eventually earn an associate degree or certificate.

And we have continued to ignore compelling evidence about how people learn -- that most students learn better and retain more when they learn in context, not in the abstract. This helps explain why educational approaches that integrate work-based and school-based learning -- such as youth apprenticeship, tech-prep, and career academies -- engage student interest, improve academic skills and readiness to work and decrease dropout rates.

For example, career academies -- "schools within schools" that blend applied academics, workplace exposure, career counseling and vocational courses in a highly structured program with an occupational focus -- were originally designed to keep high-risk kids in school. They have proven so popular that students who are not considered to be at "high-risk" clamor to get into them.

For the most part, we have failed to make schools and employers collaborators in preparing young people for work. But to create a truly effective school-to-work transition system, business, industry, and education must join together as active partners pursuing mutual goals.

Indicated at the beginning that I'm very impressed with your state-based proposal. The most promising elements:

- o state participation and buy-in
- o focus on goals/outcomes
- o sustained effort
- o builds on what we know works

## PUTTING THE LESSONS TO WORK

### A. *Guiding Principles*

In response to these challenges, the Administration is proposing a new school-to-work transition initiative. The initiative is guided by six main principles:

- **All students need to be prepared both for work and further learning.** Therefore, high school need to be restructured to afford all students the opportunity to learn in "real world" contexts, such as worksites and communities, as well as in classrooms. Students deserve quality work-based learning experiences in which they do more than just mark time; school restructuring should ensure that learning in the worksite is well-integrated with learning at school.
- **All students should be expected to meet high academic and professional skill standards.** Schools should enable all students to reach high academic standards that certify mastery of core academic subjects. Also, students entering structured work-based learning programs should be prepared to meet rigorous occupational skill standards set used by the industry in which they are being trained. Work-based learning experiences should result in certification that both employers and post-secondary schools respect.
- **The school-to-work transition initiative needs to be integrated with broader strategies for education reform, workforce preparation, and work reorganization.** A national school-to-work program must be embedded in a more universal system designed to help most young Americans make a smoother transition from school to work. In turn, this school-to-work system must be linked to the ongoing movement to reform our schools, as well as to the creation of a coherent set of workforce development policies for both adults and young people.
- **A national youth apprenticeship initiative needs to be embedded in a more universal system designed to help all young Americans make a smoother transition from school to work.** States and local communities should build on a range of promising school-to-work transition strategies that would eventually share a set of core program elements.
- **Employers and workers must have substantial ownership of and participation in this system, far more than is the case in most school/business relationships today.** employers and worker groups will take the lead in defining skill standards; structuring on-the-ground local programs, providing jobs with progressively increasing pay; and mentoring and coaching young Americans.
- **In the American context, these goals will be met best through setting national goals and then giving states and localities broad discretion in how they meet those**

## Putting the Lessons to Work: Guiding Principles

**goals.** States and localities need to be given substantial flexibility and freedom in shaping school-to-work/youth apprenticeship initiatives to ensure effective coordination with related education and training initiatives. The appropriate federal role in this initiative is to catalyze, assist, and coordinate state and local efforts through skill standards development, research and evaluation, dissemination of information, and technical assistance.

*B. Core Elements*

A substantial degree of state and local discretion and diversity is at the heart of this initiative. The proposed initiative anticipates a "phased" implementation strategy -- where system-building proceeds in waves as individual states become ready for reform. This strategy leaves room for variety and allows for the experience of leading-edge states and localities to inform the efforts of others. Individual state school-to-work transition systems will respond to particular opportunities and priorities, and should not be forced to fit a single model. There are, however, some basic program elements that all or most state systems are expected to share:

- **Quality work-based learning experiences** where students do more than just mark time: they learn real, functional and sustainable skills.
- **Redesigned school curricula** to ensure that learning in the worksite is coordinated with learning in the school.
- **Governance mechanisms** that will ensure sustained cooperation and mutual commitment between the public and private sectors.
- **Skill standards** that will drive top-quality learning experiences in both worksites and schools, and that will result in certification that both employers and postsecondary schools respect.
- **Employer and worker leadership** in defining skill standards, structuring on-the-ground local programs, providing paid jobs, and mentoring and coaching young Americans.
- **Enrichment of all school-and-work programs** as they move toward incorporating these key elements.

**NACFAM Technical Education Alliance Delegation**

**Washington, D.C.  
June 29, 1993**

**TALKING POINTS PAPER**

1. We are visiting you as representatives of a newly-formed Technical Education Alliance of industry representatives, education, and labor groups directly involved in educating and training technicians for the industrial workforce.
2. The Alliance has been formed under the auspices of the National Coalition for Advanced Manufacturing (NACFAM), an industry-led, non-profit, and non-partisan organization dedicated to improving America's economic competitiveness through industrial modernization.
3. NACFAM has 235 membership organizations: 55 corporations; 155 centers of manufacturing technology extension, education and research (making NACFAM the largest association of such centers), 16 industrial trade associations (representing between them over 80,000 firms), and 9 national technical education associations (representing between them thousands of educational institutions).
4. We are pleased that the issue of educating and training for a high-skills, competitive workforce is at the top of the Administration's agenda. The purpose of today's meeting with you is to present our views on the appropriate federal role in this area.
5. NACFAM has been working since last fall on a position paper on this subject, which we are releasing today. It is based upon views received from the NACFAM membership and from a broad spectrum of industry.
6. The paper focuses on the ability of the nation's schools and community colleges to educate entry-level workers and retrain existing workers. We are pleased to leave you a copy.
7. The paper calls for a fundamental shift in federal education policy towards technical education.
8. Its core recommendations include the following:

8. Its core recommendations include the following:

- a. the Clinton Administration and Congress should *establish global economic competitiveness and quality technical education as the principal drivers* of federal education resources, policy, and programs;
- b. to effect this change in priorities, the federal government should substantially *increase its support for improvements in technical education within secondary and two-year postsecondary schools*;
- c. the federal education budget for technical education and other youth job training programs should be increased from \$6.4 billion in FY 93 to \$12 billion by FY 97;
- d. youth apprenticeships should be funded at the level proposed by the President (\$1.2 billion over four years);
- e. voluntary national skill standards should be developed, as long as industry plays a lead role in determining these standards;
- f. improvements in technical education must be made, with an emphasis on professional development of teachers, career exploration and mentor programs for students, systems to assess school performance and job placement rates, and management-technical assistance to help schools modernize.

9. We would especially like to invite your attention to the recommendation in our paper proposing that the federal government match industry contributions to local school-industry-labor technical education partnership programs for worker training and education. We believe this approach will increase industry support and involvement, ensure that school programs are relevant to the practical needs of industry, and gain the greatest return on federal dollars in this field. Fuller details of this recommendation are explained in the attached concept paper.

10. We are aware that various pieces of legislation have been introduced in Congress, some of which are consonant with NACFAM's views. We are looking at these bills to determine which merit our support, but are also prepared, if necessary, to propose our own legislation around our

recommendations which are not accommodated in existing bills, especially the concept of federal matching funds for local technical education partnerships.

11. As you will note, we have proposed increased funding to backstop the recommendations we have proposed. We recognize that because of current budget constraints it will be particularly difficult to secure funding for new programs this year. Regardless of the budgetary situation, we are making our proposals in relation to the President's stated interest in "investing more in the skills of our people" and view this as a long-term effort.

12. We leave it to our elected representatives to determine the budgetary trade-offs to secure additional funding for technical education programs. If, in fact, the federal government is going to make such programs a major national priority, additional funding will be needed.

# PRC FOCUS

FALL 1993

## 5.5 Billion and Growing: *The Challenge of World Population Growth*

PRC organized a discussion for Congress on June 16 with Yale Professor Paul Kennedy, noted historian and author of the best selling book, *Preparing for the 21st Century*, on challenges presented to national security by world population growth. The Members-only luncheon was hosted by Congressman Tony Beilenson (D-CA), Chairman of the Congressional Coalition on Population and Development and PRC Board Member.

World population has reached 5.5 billion and will exceed 8 billion early in the next century. Dr. Kennedy states that most of the growth is occurring in the poorest regions of the world. "There is a growing mismatch between where the world's riches are to be found and where the world's fast-growing new generations, possessing few if any of those benefits, live. A population explosion on one part of the globe and a technology explosion on the other is not a good recipe for stable international order."

Following the luncheon, over 75 people attended a PRC program on "Population Challenges for the 21st Century" featuring a presentation

by Dr. Kennedy. Joining Kennedy on the panel were Dr. Charles Westoff, Professor of Demographic Studies and Sociology at Princeton University and Dr. Sharon Camp, Senior Vice President of Population Action International.

Professor Westoff, who also serves as a senior advisor to the Demographic and Health Surveys, noted that, even with declines in fertility, the world is in for a substantial increase in numbers due to sheer demographic momentum. Despite rapid declines in fertility, China's population, now close to 1.2 billion, is expected to grow by at least 300 million before stabilizing. India's population is now approaching 900 million. Under the most optimistic assumptions, India will add another 400 to 500 million in the next 25 to 30 years.

Dr. Kennedy enumerated non-military challenges to global security (the popu-  
*(continued on page 4)*



Above: Professors Paul M. Kennedy and Charles F. Westoff at PRC's June 16 briefing

## PRC AT ICPD

PRC's Board of Directors and staff are involved in preparations for the 1994 International Conference on Population and Development (ICPD). Ambassador Richard Benedick is working as an advisor to the ICPD Secretariat and is involved in working group meetings. Another PRC Board Member, Steven Sinding of the Rockefeller Foundation, served as a private sector advisor on the U.S. delegation at the second preparatory conference (PrepCom II) in May in New York.

PRC staff also participated in PrepCom II activities, attending most of the plenary, working group, and NGO sessions. The Center is a member of the NGO Planning Committee for the ICPD, the NGO Population Task Force, and the U.S. Network for Cairo in 1994.

### A LOOK INSIDE:

- *Segregation, Race and Poverty*
- *From School to Work*
- *Contraceptive Use and Future Needs*
- *Pop Facts in Brief*
- *The Changing South*

## SEGREGATION, RACE AND POVERTY

Urban America is still a residentially segregated society. In many large U.S. cities, African-Americans live in a "culture of segregation" that promotes poverty in ways that scholars and policymakers have underestimated, according to Douglas Massey, co-author with Nancy Denton of American Apartheid: Segregation and the Making of the Underclass.

Massey, Professor of Sociology at the

University of Chicago, discussed a decade of research on African-American segregation at a Congressional program organized by the Center. Massey asserted that segregation not only concentrates poverty, but also other conditions associated with it such as crime, joblessness, urban deterioration and teen motherhood. He and his colleague use the term "hypersegregation" to describe the extreme isolation from whites that urban African-Americans experience.

Massey argues that the black ghetto has been created by the persistence of racial prejudice, discriminatory real estate

practices, and federal policies and practices. He recommends a number of policy changes to dismantle the ghetto, including stricter enforcement of anti-discrimination laws and the use of rent subsidy programs.

PRC organized several policy discussions to disseminate Professor Massey's findings, including a briefing for Senator Bradley's staff, a discussion with a Congressional subcommittee, and a small luncheon at the Ford Foundation. Another program is being planned for September 8, 1993 in New York City to continue this discussion.

## SCHOOL TO WORK TRANSITION: LESSONS FROM ABROAD

Although similar percentages of U.S. and Japanese high school graduates directly enter the workforce (40%), American high schools help only 10% of these students find jobs, while Japanese schools help over 75%, according to a recent study on Japanese school-to-work linkages.

PRC's breakfast program for the Northeast-Midwest Congressional Coalition, one in a series of Congressional programs this spring addressing the education and training of youth, was introduced by the Chairman of the House Committee on Education and Labor, the Honorable William D. Ford (D-MI), and the Committee's Ranking Minority Member, the Honorable William F. Goodling (R-PA).

Thomas D. Snyder of the National Center for Education Statistics offered a demographic overview of American youth, underscoring the increasing difficulty of the transition from high school to work. Young men's earnings have declined 40% since 1970 and the U.S. has the highest earnings divergence between high school and college graduates in the industrialized world.

Dr. James Rosenbaum, Professor of Sociology at Northwestern University, suggested that U.S. policy makers

consider Japan's model which establishes strong ties between schools, teachers and employers, to improve youth employment prospects.

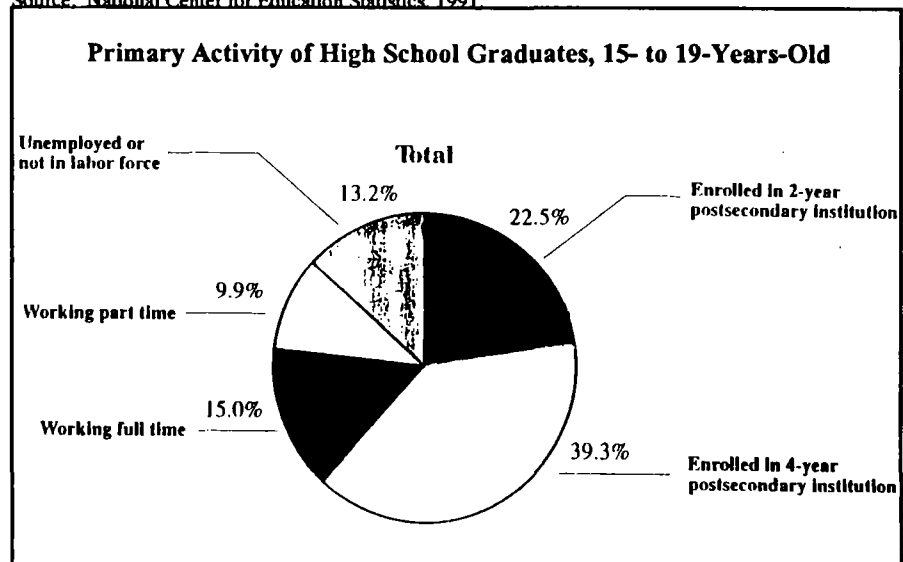
He went on to say that the Japanese practice of using grades as the standard for job recommendations supplies incentives that are often lacking for U.S. high school students who do not plan to attend college.

The program concluded with a presentation by Dr. Robert Lerman, Chairman of the Department of Economics at American University, who compared

the merits of the Japanese system which connects schools to employers, to the German system, which emphasizes worksite learning. Lerman suggested that the two approaches complement each other and elements of both may be necessary in any effective U.S. system.

A luncheon featuring Dr. Rosenbaum attracted over 20 high level House and Committee staff. A similar program for the Senate Committee on Labor and Human Resources also drew over 30 Senate staffers working on labor and youth training legislation.

Source: National Center for Education Statistics, 1991.



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# Education:

## Practicing What They Teach

by Carl Hoffman  
Photos by Ken Murray

Coburn Lowman is a senior at Dalton High School, in Dalton, Georgia. The teenager's morning classes in advanced drafting, shop, and English are little different from those of thousands of other high school students across the state. But after lunch all that changes. When his peers head off to their traditional round of afternoon classes, Lowman goes to work. At Textile and Industrial Sales, Inc., a manufacturer of sewing and cutting equipment for the carpet industry, Lowman is an apprentice machinist under the expert tutelage of plant manager and master machinist Mike Rizer. Just 19 years old, Lowman is becoming adept at operating the latest in computer numerically controlled equipment. Should he stick with machining he can expect to command an annual salary of \$35,000 and up.

Although apprenticeships like Lowman's might sound old-fashioned, they

are anything but: he is one of a handful of high school-aged apprentices in the state of Georgia and the nation, shock troops in the battle to remake both manufacturing and education, and keep America globally competitive.

Each year 2 million youths enter the work force without any college education, according to U.S. News and World Report. Another 1.2 million fail to complete high school. That didn't used to matter much. For decades American products reigned unchallenged, and the country's booming assembly lines promised steady jobs and high wages to all but the most uneducated. In Dalton's Whitfield County—the carpet-making capital of the world—for instance, the most important qualification for employment in the mills used to be little more than showing up on time. Education wasn't a big part of the job requirements. In 1980, just 45 percent of the county's adults held a high school diploma or general equivalency diploma

(GED). The county had one of the highest dropout rates in the nation.

Times have changed, however. American factories and workers compete with the world now, not just each other. To stay competitive, industries—including Dalton's carpet mills—automated, introducing faster, more sophisticated machinery. Work structures were revolutionized and the lone assembly line worker became part of a problem-solving team. The factory floor became "an awesome place," in the words of Phyllis Eisen, senior policy director for the National Association of Manufacturers; requiring workers who are proficient in geometry and algebra, in order to operate computers and robots, and in reading, writing and speaking. Suddenly the legions of young workers coming out of high school are finding themselves in a no-man's-land, undertrained and unmarketable for the nation's well-paying manufacturing jobs and consigned to an ever-shrinking pool of low-skilled, and increasingly low-wage, service jobs, even while employers urgently need higher-skilled workers. "There are companies that haven't hired a new kid out of high school in years," Eisen says, adding, "and yet [those kids] can't all just flip burgers."

Cornell University Professor Stephen Hamilton says the United States has "the worst school-to-work transition system in the Western world." In an effort to change that, pilot programs in 12 states, including Georgia, Maryland, Pennsylvania, and New York, are reexamining what just might be the oldest form of education in the world: apprenticeships. For decades American unions have used them, typically in construction trades like plumbing and bricklaying. But the number of these apprenticeships is relatively tiny—300,000 out of a work force of 117 million—and they usually fall to workers who already have jobs. The average age for an American apprentice is 29.



### German System Is Model

It is Europe, particularly Germany, that is providing the model for apprenticeships like Lowman's. There, a joint government-industry program descended from Europe's medieval craft guilds is

the largest form of secondary education, training 65 percent of the country's work force. Nearly 400 German occupations, ranging from baker to salesclerk to banker, can only be entered through a three-year training course mixing classroom and on-the-job training. Typ-

*Godfrey Pope was an indifferent student until he enrolled in the apprenticeship program offered at Dalton High School in Whitfield County, Georgia. Pope now has his sights set on a degree in electrical engineering. The company he works for, Collins and Aikman, a Dalton manufacturer of floor coverings, has offered to help pay his college expenses.*

ically, apprentices spend four days on the job and one day in class. Instead of taking general math and science courses, their math and science is specifically related to their vocation. "Apprentice machinists learn the algebra, trigonometry and geometry they need to transform specifications into machine parts," writes Cornell's Hamilton. "Apprentice office workers learn accounting. In contrast, American young people are largely restricted to jobs that demand little academic learning, like working in fast-food restaurants or as cashiers in clothing stores. Many conclude from their work experiences that school has no relevance to employment." Ninety percent of Germany's vocational students are either working, back in school or in the military six months after completing their training.

"Among people who are aware that America must do something to improve its productivity, people talk about the German model," says Janet A. Bolen, program coordinator of the Education is Essential Foundation, Inc., a project of the Dalton-Whitfield Chamber of Commerce, "It's no accident that their quality and productivity is world class." Indeed, ever since the early 1980s, Dalton had been worrying about its high dropout rate, and what that might mean to its lifeblood, the carpet industry. Merely worrying they might be still if two different events hadn't taken place: John McMillian, principal of Dalton High School, embarked on a bold, holds-barred effort to reduce his school's dropout rate just as Gordon Whitener, vice president of marketing for Collins and Aikman, a large Dalton floor coverings manufacturer, decided to

"give something back" to his community. In 1992, abetted by \$48,000 from the Appalachian Regional Commission, they created the Dalton High School Apprenticeship Program.

After graduating from the University of Tennessee and stints working in Oklahoma and Texas, Gordon Whitener came to Dalton to work for the 500-employee floor coverings division of Collins and Aikman. Whitener grew up

## "Technology is changing at the speed of light, and there's a labor shortage of skilled workers"

in Dalton, graduating from Dalton High in 1981. But he says that neither he nor his peers knew much about the industry. "The belief when I was growing up was that you either owned a carpet mill or you ran a tufting machine," he says. Whitener wanted to change that simplistic perception by exposing high school students to the wealth of career opportunities in the carpet industry, from tufting to nursing, from law to chemical engineering. And by strengthening the bonds between business and education in Dalton, he hoped to bridge the gap between high school students and his evolving industry. "Technology is changing at the speed of light," says Whitener, "and there's a labor shortage of skilled workers. Workers will have to know more about technology because jobs will become more skill oriented. The more students learn at the high-school level the better off they'll be." Whitener's bosses thought his ideas were good, but warned him, Whitener recalls, about "all the red tape and bureaucratic mess of the schools."

Little did Whitener know that Dal-

ton's principal, John McMillian, was attacking the problem of dropouts as if it were cancer. "Dropping out is cyclical," McMillian says. "If your mama dropped out then there's a much better chance you will too. Everything we do is designed to break the cycle of failure." When McMillian tracked his students and learned that 23 girls had dropped out because they were pregnant, he put a nursery in his school. This year 26 students drop their babies off in the bright, colorful rooms filled with toys and cribs while they attend classes. "That's 26 girls who wouldn't have graduated," says McMillian proudly.

## Open to New Ideas

Instead of strangling in a bureaucratic mess, Whitener's ideas were immediately embraced by McMillian. "Everyone was so keen," remembers Whitener. Together with other businesses, high-school faculty, and the Dalton-Whitfield Chamber of Commerce, they created a working group called The Dalton Plan: Industry and Education Working Together, which sponsored exchanges between teachers and carpet-company employees; a "carpet careers week," during which 15 area carpet companies informed students about careers in the carpet business; senior seminars, in which speakers from the business community talked to the senior class about setting career goals; and, most importantly, established the apprenticeship program. It was this in particular that McMillian saw as a way to staunch the flow of students forced to drop out for economic reasons.

The apprenticeship program is now midway through its first year, with ten students apprenticing at six area carpet or carpet-related businesses. They attend school for three morning periods a day, leaving for their apprenticeships after lunch. They must agree to work a minimum of 20 hours a week, for the

*Student Abel Salaitta gets supervision from Leon Hedrick during his after-school training at Aladdin Corporation. The idea for the apprenticeship program grew from a resolve by Dalton High's principal, John McMillian, to stem his school's tide of dropouts and a decision by Collins and Aikman's vice-president, Gordon Whitener, to give something back to his community.*

starting salary of \$5 an hour, for which they earn one-and-a-half Carnegie units each semester—the same amount of credit as if they were in classes. The apprentices agree to sign contracts that are also signed by their parents, immediate supervisors, and the school. Should they drop out of school, they must give up their jobs. Supervisors agree to work with apprenticeship program coordinator Mary Smith to develop specific "job tasks, skills, and performance indicators" for the apprenticeships, and actually grade the students on their performance. Every other Friday the students meet with Smith, who even drives some of them to their jobs every day. ("They have to find their own way home," she says.)

So far, the apprenticeships testify to the diversity of occupations in the carpet industry. Latasha Marshall is an apprentice nurse at Shaw Industries. Marshall says working at Shaw "gives me a good insight into the field of industrial nursing." Shaw is teaching her emergency first aid and CPR, and she does everything from simple filing to taking blood pressure. Perhaps more important, from Marshall's point of view, is her employer's willingness to pay for college while she goes to school. "Working as an industrial nurse is hard, but I still want to do it. I think this will look good on my resume," she says.

Nearly a dropout statistic, 18-year-old Melvin Teasley was an uninterested student saddled with the burden of financially supporting his family. Now he attends a morning round of classes in computer technology, data processing, and applied communications before heading off to his apprenticeship job operating tufting machines for Shaw Industries. He works full time, from 3:00 p.m. to 11:00 p.m. every day, a crucial economic support without which he couldn't remain in school. Teasley already has an agreement to keep working for Shaw after graduation. The

apprenticeship, Teasley says, "gives you more respect for yourself to know that you're actually out there working and earning money."

Nineteen-year-old Godfrey Pope echoes Teasley. Also an indifferent student, he now apprentices at Collins and Aikman as a lift-truck operator. He sees his job, for which he already has an OSHA-approved operator's license, as the first step in climbing Collins and Aikman's corporate ladder. "The president of the company spoke at our school one day and that got me inspired—he came up from nothing to become the president." Now Pope wants to attend college and study electrical engineering, which Collins and Aikman has offered to help pay for. Pope, says plant superintendent David Haynes, "is like a glove that fits perfectly" at Collins and Aikman.

## Small-Scale High Tech

Textile and Industrial Sales, Inc., is a relatively small manufacturer, with just 15 employees. But, says plant manager and part owner Mike Rizer, it operates some of the higher technology machining equipment in Dalton in the manufacturing of its sewing and cutting equipment. Ten years ago, Rizer says, all his machine mills were "conventional." Now many are computerized, "producing better quality work, faster. The U.S. as a whole is going to have to start more apprentice programs," he says. "More precision parts can be made by more skilled personnel with apprentice[ships]. I think we're way behind Europe in that way." Practicing what he preaches, Rizer took on Coburn Lowman. He bought him a textbook, trains him daily, and tests him monthly. "It's costing me money," he says plainly. "But here's the way I look at it. I'd rather hire someone who's young, train him, and ten years from now I'll have a good machinist."

Just halfway through his first year, Lowman looks confident turning six blanks the size of hockey pucks into finished fluted casters on a machine filled with bristles with buttons and lights. For Lowman isn't just a button pusher—he's already creating the programs that tell the machine to cut parts to a tolerance of one ten-thousandths of an inch. "You have to be pretty good in math for figuring out the parts," Lowman says. After graduation he hopes to pursue an associate degree in machining at Dalton College, a path Rizer encourages. "If a person can get advanced training, they should take advantage of it. I think our shop is one of the more high tech, so I think he'll still come back even if he goes for more training."

Much of Dalton's carpet is exported, and Mike Rizer's product is no different. Ten percent of the machines he manufactures are exported, placing him in direct competition with other Western industrialized nations like Germany, the apprenticeship powerhouse. In such a market, there is only one way to compete: employ a more highly trained work force. As the National Association of Manufacturers' Phyllis Eisen puts it, "We have the same machines all around the world using the same procedures to produce the same product. Why would anyone want to buy things from the United States? Only a better-trained work force will make the difference, she says, "and without one we can't compete globally. If we don't pay attention to our kids, that's it, we're down the tubes. When you invest in people, it works." Dalton, Georgia, has gotten the message.▲▲

**Carl Hoffman** is a freelance writer based in Washington, D.C.

U.S. Department of Labor

Assistant Secretary for  
Employment and Training  
Washington, D.C. 20210FAX TRANSMITTAL SHEETFOR: Bill GalstonFROM: Ray Uhalde / D of LaborDATE: 10/4/93TIME: 1:50 pm

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Statement agreed to by  
White House & DOL  
regarding Worker Adjustment  
Legislation.

Leslie Loble said you needed  
for interview.

"The President is strongly committed to having a comprehensive worker adjustment program and to getting the necessary legislation passed. Based on consultations with the congressional committees and as a result of the crowded legislative agenda for this fall, the Administration has decided to introduce the legislation in January. Between now and January we will continue to work closely with members of Congress and interested constituencies to draft the best possible legislation.

As we have said all along, the Administration will make provisions to assist any workers who may be affected NAFTA. Although the details of the assistance are still be worked out, the proposal, which will sunset when the comprehensive program is enacted, will be offered this fall, as part of NAFTA legislation."



UNITED STATES DEPARTMENT OF EDUCATION  
OFFICE OF THE SECRETARY

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# School to Work Opportunities Act of 1993

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**CONCEPT PAPER**

**PROPOSED SCHOOL-TO-WORK INITIATIVE**

**Draft:** April 15, 1993 (12:38 pm)

**Prepared by:** School-to-Work Staff Working Group

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## INTRODUCTION

### *A. The Challenge*

The wages, benefits, and working conditions of Americans without college degrees - three-quarters of the workforce -- are eroding rapidly. These frontline workers are in worse shape than ever, relative to college-educated fellow Americans, relative to their counterparts in other advanced countries, and relative to expectations set in earlier eras when the economy still worked for the average worker. In the 1980's the gap in earnings between high school and college graduates doubled; for those without high school degrees, the gap was even greater.

Two of the well-known causes are rooted in the changing economy: Expanding global trade and investment are forcing Americans to compete with people around the world, many of whom are willing to work for less. New technologies in manufacturing and, increasingly, in services, are shrinking the demand for and undermining the earning power of unskilled labor. Neither of these forces can (or should) be kept at bay; on balance, they make the nation richer. But as low-skill, high-paying jobs disappear, most workers without college degrees will find the quality of their wages, benefits, and living conditions rapidly declining. We cannot afford to stand still: America must do a better job of equipping our working citizens to prosper in this rapidly changing global economy.

We cannot accomplish this task without forging stronger links between the world of work and the world of learning. The United States is the only major industrialized nation without a comprehensive, formal system to prepare youth for high-skill, high-wage jobs.

So while our major national competitors are redefining and improving their school-to-work transition systems, the United States has yet to develop one. In practical terms, this means that, unlike their peers in Japan or Germany, for example, young Americans entering the work force after high school make their way through school and into their first jobs with little guidance, direction, or support. Instead of following structured career paths that provide a basis for rigorous, meaningful secondary and post-secondary education, students in most vocational or general education programs wander aimlessly through an unchallenging, disjointed curriculum -- and leave school without the knowledge or foundation to find and hold a job. Without the benefit of a structured career path, most young people find their first jobs through a haphazard method of luck, personal ties, or a process of trial and error. Even once they have entered the workforce, most churn wastefully from one dead-end, low-paying position to another. By age thirty, only a third of working adults have been in their jobs for more than a year. In contrast, the comparable rate in European countries varies between 80 and 90 percent.

The costs of continuing to do nothing are far too steep -- not only for the young

## Introduction: The Challenge

Americans facing lower earnings and precarious employment -- but also for the economy as a whole. We must build bridges from school to work that will bring all Americans into the new global economy -- equipped with the knowledge and skills necessary for productive employment and lifelong learning.

*B. The Vision*

The Clinton Administration is committed to creating a school-to-work transition system that empowers young Americans to identify and navigate a path to productive and progressively more rewarding roles in the workplace.

We propose to reconcile the world of school and the world of work, so that young Americans will not have to make false choices between "academic" and "vocational" education, between entering the work force or pursuing further education.

This school-to-work initiative contains the blueprint for the institutions, standards, and procedures necessary to build a coherent, effective, and responsive school-to-work transition system. The immediate task for the initiative is to develop a legislative proposal. But turning the initiative into reality will require significant changes in the way we envision the relationships between school and work, between "academic" and "technical" learning, between educators and employers.

This task is an ambitious one. We cannot reform an existing system because none exists. Yet we cannot create coherence and consistency with piecemeal solutions: we need a system. This initiative does not try to build this system by means of a top-down, one-size-fits-all federal solution -- those days are long gone.

What we can and should do is stimulate state and local creativity in the context of national goals, and promote statewide systemic reform by building on and enriching current promising school-to-work transition programs and continuing to learn from international experience. We see the federal role as critical but limited to:

- building a national vision and support;
- catalyzing the creation of systemic building blocks;
- helping states and localities learn from each other; and
- investing in state and local initiatives by providing seed capital.

At the heart of this initiative is a bold vision: to replace the old tracks of college prep or vocational education with a new system of learning that enriches and benefits all students. The new system gives young Americans richer and more structured choices; introduces exciting new approaches to learning that enable students to see that what they learn in school does make a difference in the workplace; brings the public and private sectors together in a mutual commitment to educate and train our nation's youth; and gives young Americans world-class skills that open doors of occupational and educational opportunity.

## LESSONS FROM EXPERIENCE

Our schools are designed to prepare students for college, not work. But three-fourths of high school students will be entering the workforce without college degrees -- and without meaningful job experience or basic information about occupational choices, employer expectations, and job entry requirements.

These young people -- the vast majority of high school students -- will also leave high school without basic academic or occupational skills, and without a secondary education that adequately prepares them for work or for further education. The Department of Labor has reported that more than fifty percent of young people leaving school lack the foundation or knowledge required to find and hold a job.

What employers want in entry-level workers is mature employees with high academic and occupational skills and meaningful work experience. That isn't what they get -- which is why, in this country, only one large firm in ten hires new high school graduates. For most new graduates, productive employment is elusive -- and the jobs they get neither expand nor strengthen their job skills.

It doesn't have to be this way. Many of our international competitors, such as Germany and Japan, have employers eager to hire young people out of high school. They know that their youth training systems -- which integrate programs of education and employment -- develop well-trained, well-educated, and experienced entry-level workers who can help their firms -- and their economy -- stay productive and competitive. Unlike most employers in the U.S., they don't have to rely on a diploma or certificate that marks how much "seat time" a student has put in, rather than what he or she knows and can do. Instead, there are objective, meaningful standards by which students and employers can assess academic and occupational skills.

These countries also expect that young people will do well in school and follow meaningful career paths to become skilled and productive employees -- and these countries invest the resources necessary to educate and train their youth. In contrast, the U.S. demands very little of the vast majority of secondary school students -- with the result that U.S. students continue to perform poorly on international comparisons of academic achievement, often ranking at the bottom.

But rather than commit ourselves to a comprehensive, effective, coherent, school-to-work transition system for all Americans, we have traditionally concentrated our education and training dollars on the most advantaged -- and, to a lesser extent, on some of the very most disadvantaged, giving them a "second chance" once the system has failed them.

What we have found, however, is that "second chance" job preparation programs often are much too little, much too late. The employment and earning prospects of high-risk youth enrolled in short-term job training programs (typically four to five months long)

funded under the Job Training Partnership Act (JTPA), are no better than those of comparable youth not in the program.

For the most part, we have ignored the evidence that intervening early and aggressively with multi-year programs and comprehensive approaches can substantially improve employment and earning prospects, especially -- but not only -- for high-risk, disadvantaged youth. For example, three-quarters of the graduates of Job Corps -- an intensive long-term program for high-risk youth, which combines classroom courses, counseling, and hands-on job training -- move on to a job or full-time study and earn significantly more than their cohorts who have not been in Job Corps.

We have also written off the vast majority of "average" high school students -- with vocational courses that often are irrelevant to skilled jobs, and "academic" or "general education" courses that prepare students neither for work nor to take advantage of further education. Fewer than thirty percent of high school graduates enrolled in community colleges eventually earn an associate degree or certificate.

And we have continued to ignore compelling evidence about how people learn -- that most students learn better and retain more when they learn in context, not in the abstract. This helps explain why educational approaches that integrate work-based and school-based learning -- such as youth apprenticeship, tech-prep, and career academies -- engage student interest, improve academic skills and readiness to work and decrease dropout rates.

For example, career academies -- "schools within schools" that blend applied academics, workplace exposure, career counseling and vocational courses in a highly structured program with an occupational focus -- were originally designed to keep high-risk kids in school. They have proven so popular that students who are not considered to be at "high-risk" clamor to get into them.

For the most part, we have failed to make schools and employers collaborators in preparing young people for work. But to create a truly effective school-to-work transition system, business, industry, and education must join together as active partners pursuing mutual goals.

## PUTTING THE LESSONS TO WORK

### *A. Guiding Principles*

In response to these challenges, the Administration is proposing a new school-to-work transition initiative. The initiative is guided by six main principles:

- **All students need to be prepared both for work and further learning.** Therefore, high school need to be restructured to afford all students the opportunity to learn in "real world" contexts, such as worksites and communities, as well as in classrooms. Students deserve quality work-based learning experiences in which they do more than just mark time; school restructuring should ensure that learning in the worksite is well-integrated with learning at school.
- **All students should be expected to meet high academic and professional skill standards.** Schools should enable all students to reach high academic standards that certify mastery of core academic subjects. Also, students entering structured work-based learning programs should be prepared to meet rigorous occupational skill standards set used by the industry in which they are being trained. Work-based learning experiences should result in certification that both employers and post-secondary schools respect.
- **The school-to-work transition initiative needs to be integrated with broader strategies for education reform, workforce preparation, and work reorganization.** A national school-to-work program must be embedded in a more universal system designed to help most young Americans make a smoother transition from school to work. In turn, this school-to-work system must be linked to the ongoing movement to reform our schools, as well as to the creation of a coherent set of workforce development policies for both adults and young people.
- **A national youth apprenticeship initiative needs to be embedded in a more universal system designed to help all young Americans make a smoother transition from school to work.** States and local communities should build on a range of promising school-to-work transition strategies that would eventually share a set of core program elements.
- **Employers and workers must have substantial ownership of and participation in this system, far more than is the case in most school/business relationships today.** employers and worker groups will take the lead in defining skill standards; structuring on-the-ground local programs, providing jobs with progressively increasing pay; and mentoring and coaching young Americans.
- **In the American context, these goals will be met best through setting national goals and then giving states and localities broad discretion in how they meet those**

## Putting the Lessons to Work: Guiding Principles

**goals.** States and localities need to be given substantial flexibility and freedom in shaping school-to-work/youth apprenticeship initiatives to ensure effective coordination with related education and training initiatives. The appropriate federal role in this initiative is to catalyze, assist, and coordinate state and local efforts through skill standards development, research and evaluation, dissemination of information, and technical assistance.

*B. Core Elements*

A substantial degree of state and local discretion and diversity is at the heart of this initiative. The proposed initiative anticipates a "phased" implementation strategy -- where system-building proceeds in waves as individual states become ready for reform. This strategy leaves room for variety and allows for the experience of leading-edge states and localities to inform the efforts of others. Individual state school-to-work transition systems will respond to particular opportunities and priorities, and should not be forced to fit a single model. There are, however, some basic program elements that all or most state systems are expected to share:

- **Quality work-based learning experiences** where students do more than just mark time: they learn real, functional and sustainable skills.
- **Redesigned school curricula** to ensure that learning in the worksite is coordinated with learning in the school.
- **Governance mechanisms** that will ensure sustained cooperation and mutual commitment between the public and private sectors.
- **Skill standards** that will drive top-quality learning experiences in both worksites and schools, and that will result in certification that both employers and postsecondary schools respect.
- **Employer and worker leadership** in defining skill standards, structuring on-the-ground local programs, providing paid jobs, and mentoring and coaching young Americans.
- **Enrichment of all school-and-work programs** as they move toward incorporating these key elements.

C. *Program Elements in Detail:*

■ **Quality work-based learning experiences.** At the core of the school-to-work initiative is the knowledge that employers and workers are powerful and effective teachers for young people -- in addition to serving as mentors, job coaches, and role models. Education that directly links school and high-quality work experiences strengthens young people's academic and occupational skills.

■ **Redesigned school curricula and restructured high schools.** High schools would ensure coordination between work-site and school-based learning by rethinking and redesigning curricula. The current structure of general and vocational tracks would be replaced with a new mainstream program to provide students with career paths leading to: a nationally-recognized certificate, often an associate degree, and either an entry-level career track job, or further postsecondary education. Key features of these restructured high schools are likely to include:

- **Periodic diagnostic assessments,** to identify academic strengths and weaknesses of students and to provide those with identified academic difficulties with enriched learning opportunities to master core academic skills.
- **School counselors,** who would advise students on career paths as well as conventional postsecondary options. Guidance would be provided throughout a student's entire high school experience to reassess goals and to facilitate movement between or among paths.
- **Career-oriented majors,** which students typically would select at the end of 10th grade, from a wide range of fields, including traditional vocational areas but also fields not typically offered in high schools such as communications, law, health, and the environment. Each career major would be designed and implemented by a team of high school teachers, educators from community colleges or other institutions, employers and employees.
- **Career paths beginning in the 11th grade,** which would integrate academic and vocational education; integrate classroom and work-based instruction; and provide links to both postsecondary education and to the world of work.
- **High academic standards for all students;** the academic content of applied courses would be enriched and made more rigorous.

■ **Skill Standards.** To ensure that students acquire the skills and knowledge needed for entry-level work or further postsecondary education, a set of skill standards would guide curriculum materials, classroom and work-based instruction for each career path, as well as student assessments and ultimate certification.

- **Federal legislation would create a National Skill Standards Board,** through which a partnership of leaders in business, labor, education and government would develop a roster of voluntary national occupational and technical standards.

- **States would be responsible for promulgating skill standards, student assessments, and certifications.** States would ensure that the standards are consistent with those of the National Board or at a level that guarantees that students are adequately prepared for entry-level work or further postsecondary education.

- **Where national standards do not yet exist,** states would have greater responsibility for developing transitional standards.

- **Wherever feasible, standards would be benchmarked to the highest international standards that are appropriate.**

- **States and local communities** would use these standards to guide the development of curriculum and the evaluation of school-to-work transition programs.

- **Local communities would use these standards and student assessments to evaluate the quality of education and training** provided for students by schools and employers, retaining the flexibility to modify and adapt curricula and assessments to specific local needs.

■ **Governance mechanisms.** An effective initiative depends on catalyzing the creation of State and local governance structures, which would ensure sustained cooperation between public and private sectors. States and communities would have the responsibility of determining the exact form and composition of these institutions. Governance structures would be representative of and responsive to business, education, labor, community organizations and parents -- and at the same time would be sufficiently independent of existing agendas to facilitate real reform.

- **Role of States in governance.** States would have the responsibility to:

## Putting the Lessons to Work: Program Elements

- **Bring together educators, high schools, community colleges, employers, labor and others to develop a strategic plan for designing and implementing a new school-to-work system.**
- **Establish mechanisms for using skill standards and assessments to shape the school-to-work activities.**
- **Promulgate model curricula and assessment procedures for local adoption.**
- **Administer and oversee grants to local communities.**

○ **Role of local communities in governance.** Local communities would have two levels of responsibility: first, for education reform, career path planning, oversight, and the convening of appropriate constituencies; and second, for organizing the on-the-ground transactions among schools, employers, and students that are the heart of a school-to-work transition system. Local governance therefore would have responsibility to:

- **Oversee the development of a local school-to-work transition plan geared to local labor markets.**
- **Ensure the close involvement of employer and employee groups in curriculum reform.**
- **Create or adapt programs to meet the requirements of the core elements.**
- **Gain accreditation of local program in accordance with State standards.**
- **Organize and administer transactions between schools and worksites for individual students.**
- **Ensure top quality services that will promote better school-to-work transitions.**

● **Employer and Worker Leadership.** An effective school-to-work transition system requires the active participation of employers and workers, as planners, designers, and teachers. Our investment in the nation's human capital will succeed only to the degree that education and training are linked with emerging labor market

requirements.

- Employers and labor must have a meaningful role -- in partnership with other interested parties -- in the design and implementation of all aspects of the school-to-work program. A flexible but credible approach to school-to-work transition must convince employers of the system's value and persuade them to redirect resources to support it, and to revise hiring patterns in response to it. Examples of employer roles include:

- defining the specific skill requirements for specific jobs;
- helping structure programs that integrate academic curriculum with work-based learning;
- providing structured, paid jobs for students;
- providing workers to serve as mentors and coaches; and
- providing opportunities for full-time jobs for students who demonstrate skill mastery after graduation.

■ **Enrichment of all school-and-work programs as existing models evolve toward incorporating the core elements.** Although very few existing school-to-work programs contain all the components, there are at least six models that have some of them. Building an integrated school-to-work transition system will involve encouraging the convergence of existing models, so as to incorporate key elements each distinct model currently lacks.

- **Co-op education** typically has strong employer involvement and integration of academic and vocational education, but little technical focus and no connection to postsecondary education. Approximately 430,000 students are involved in such programs.

- **Tech-prep** provides a strong link to postsecondary education and integrates academic and vocational education, but has little employer involvement or work-based learning. There are about 80,000 students in 120 programs in 33 states.

- **Career Academies** typically have strong employer involvement, offer a good model of the integration of academic and vocational education, and prepare students for further postsecondary education, but have little formal

## Putting the Lessons to Work: Program Elements

work-based learning and do not lead to certification or an associate degree. There are approximately 9000 students in 150 such programs.

- o **Youth apprenticeships** have strong employer involvement, formal work-site learning, usually provide an employer-based certificate of occupational skills mastery, and integrate academic and vocational education, but do not reach many students. Approximately 3000 students are participating in such programs.

- o **School-to-apprenticeships** involve high school seniors in formal on-the-job training, related classroom instruction, and part-time work. Upon graduation, students enter full-time, paid, registered apprenticeships and typically do not pursue postsecondary education. There are 2500 students participating in over 400 school-to-apprenticeship programs.

- o **Compacts** build community-based partnerships between leading employers and schools. By offering employment opportunities to students who remain in school and do well, compacts create positive incentives for stronger academic performance but generally do not involve closely integrated academic instruction and quality work experience. In Boston in 1989, over 1,100 public high school graduates --one-third of the graduating class -- found full-time jobs in the Boston area with over 900 Boston businesses.

*D. Envisioning the Future*

The year is 1995 -- 12 months since the new school-to-work transition program took root in the country. Things look very different for students, teachers, employers, current workers, and parents in Model City, USA.

■ **At the School Level.** Model City High has committed itself to restructuring in order to foster much more active learning for all students to achieve high performance standards.

- The 9th and 10th grade students are enrolled in an interdisciplinary course called "CityWorks." Model City itself is their text. They explore it, model it, analyze its physical and civic infrastructure. They have opportunities during the year for job shadowing and for discussing different fields of work with adults.

- Ms. Street, the school-based guidance counselor, helps students identify and articulate their interests and develop a learning and development plan for their high school years. This plan includes academic classes needed, the preliminary identification of a learning/career focus, and a plan for complementary extracurricular activities.

- Eleventh and 12th graders at Model City High are enrolled in a variety of "career majors," each involving a combination of school-based and work-based learning. Career specialists hired and paid by the private sector, but located in the school, coordinate with the school, the students, and a large group of employers. Several hundred of these students are enrolled in youth apprenticeship programs. So far, the high school offers youth apprenticeship in three areas, allied health, finance, and manufacturing technology. Others are being developed.

- The student apprentices spend several days a week in school and several days a week at the workplace, pursuing an integrated curriculum that leads through progressively higher levels of mastery in their field and culminating in an industry-awarded certificate of competency. They start with broad occupational categories and are given ample opportunity to learn all aspects of the industry.

■ **The District and Community.** High schools across the Model County School District are adopting this model. The district is developing apprenticeship-like opportunities for its several magnet schools. Some high schools are adapting their

existing co-op education and Tech-prep programs to incorporate more structured work-based learning. The Model County Chamber of Commerce and other business groups are actively organizing access to jobs and employers.

- o Teachers in Model County have access to staff development opportunities to learn strategies for integrating academic and vocational learning, and school and work-based learning. A common mode for staff development is, in fact, apprenticeship. Teachers work with other, master teachers and receive feedback and the chance for reflection on their practice. Teachers also can do summer internships in the workplace to familiarize themselves with workplace demands. Employers help out in the classroom.
- o Employers, labor unions, and other organizations are participating in the program thanks to the aggressive marketing and organizing efforts of Model CountyWorks, which is the intermediary taking a strong leadership role. It is funded and overseen by the local labor market board. In other communities, intermediaries include community institutions, such as Private Industry Councils, trade associations, chambers of commerce, community or technical colleges.
- o The Model CountyWorks intermediary also provides an important monitoring and quality control function, certifying firms and schools as having the necessary structures and program. Many of the firms involved in these programs are already high performance work organizations which see development of highly skilled front-line workers as central to their human resource strategy.
- o Both the private sector and organized labor in Model City have made a strong commitment to organize a variety of work-based learning opportunities -- including apprenticeships -- for all young people in the community. They see themselves as sharing responsibility for the school-to-work transition.
- o Similar changes have occurred in the greater Model County metropolitan area, including establishment of a local labor market board that oversees school-to-work transition programs and a variety of other programs for adults. Changes also have taken place at the State level, including the development and implementation of a comprehensive plan for workforce development.

## MAKING THE VISION REALITY: KEY ISSUES AND OPTIONS

### A. *Employer Participation*

**ISSUE:** What is the best method of achieving and sustaining high quality employer participation in school-to-work programs in numbers sufficient to meet the goals established for the school-to-work initiative?

### **BACKGROUND**

One of the guiding principles of the school-to-work initiative is that structured learning occurs at the workplace, driven by skill standards and competencies. For this learning to occur, large numbers of employers -- and workers -- will be required to participate in the training and hiring of students and graduates -- at a level and complexity significantly greater than traditionally has been required in most youth education and training programs. Businesses will need to be integrally involved in structuring work-site learning, coordinating with schools to integrate that learning, and establishing skill standards. Currently, very few have this experience and capability.

### **LEARNING FROM EXPERIENCE**

■ **Direct Financial Incentives.** Generally, employer subsidies, provisions for the use of special "training" or "learner" wage rates, and tax credits have not attracted significant numbers of employers to hire and/or train youth initially, or to sustain their involvement.

- Very few employers utilize the Targeted Jobs Tax Credit (TJTC): only about one percent of all corporate employers. Moreover, some studies have shown that the TJTC actually discourages hiring due to a stigma effect (e.g., in Ohio employers hired disadvantaged youth without the TJTC at a greater rate than those with the TJTC).
- Federal experiments with subminimum training wages have produced little effect -- most employers outside of the retail food industry fail to utilize the training wage.
- Only 10 percent of employers participating in federal school-to-apprenticeship programs reported that student stipends equal to 50 percent of wages influenced their decisions; projects with and without stipends placed students equally well.
- The use of Targeted Jobs Tax Credits (TJTC) in cooperative education suggests that a TJTC is much more effective at attracting employer participation when it covers students without regard to income, rather than

when it is targeted to disadvantaged youth only. Originally, employers could claim TJTC if they hired co-op students in certain age groups, regardless of the students' income level. In the peak participation year of 1981, 179,000 high school and post-secondary co-op students were certified as eligible for the employer tax credit. However, in 1981, the law was changed to reduce the amount of the credit and to limit eligibility for co-op students to those from economically disadvantaged families -- in part because employers had indicated that they would have hired the co-op students even without the credit. Consequently, in 1985 the number of certified co-op students was down to 5,000.

■ **Other Motivating Factors.** Employers participating in existing school-to-work programs, including youth apprenticeships, typically report that non-financial incentives play an important role in overcoming barriers to participation. These include:

- **Assistance in Meeting Hiring Needs.** Employers often see education-business partnerships as a recruiting mechanism for future employees, especially in firms facing skill shortages.
- **Availability of Institutional Support,** such as third party intermediaries to help arrange and pay for the day-to-day operational requirements of an integrated work-based and school-based program. Employers tend to seek a wide range of institutional support such as program coordinators, liaison personnel, assistance with curriculum integration and help in matching students to worksites. In addition, some firms have sought to form industry-based consortia to help with local program development and lower employer costs.
- **Removing major barriers to expanding employer participation** in traditional youth training programs, such as negative perceptions of targeted workers, and lack of information concerning school-to-work.

## OPTIONS

A. Offer direct financial incentives for employers to participate, in the form of:

- tax credits and wage subsidies for hiring students;
- a new TJTC for employer outlays rather than for student wages (e.g., for part of the wages paid to a student's job site mentor/coach, worksite trainer, or job supervisor);

- **the student-learner provisions of the Fair Labor Standards Act, to permit employers to hire students in school-to-work programs at less than minimum wage.**

**Comment:** Although the evidence tends to argue against direct financial incentives pegged to student wages, tax credits tied to the costs of training may be more effective. These are the costs which employers most readily "see" and such subsidies avoid the stigma effect. In either case, a federal signal of support could be important.

**B. Provide indirect incentives, such as substantial institutional support in the form of:**

- **Aggressive informational outreach and targeted marketing campaign, which sells employers on the benefits and advantages of participating in the new school-to-work system and programs.**
- **Direct technical assistance to employers or employer associations.**
- **Encouraging the development of intermediary organizations, which would assist firms in sustaining high-quality participation in school-to-work transition programs by performing administrative and brokering functions.**

**Comment:** Employers presently participating in school-to-work transition programs tend to cite non-financial factors as the most significant barriers to participation: lack of information; inadequate expertise; fear of administrative burdens and complications; and insufficient time or resources to deal with daily operational needs of integrated school and work programs (such as curriculum design, recruiting of students, training job coaches and mentors).

*B. Skill Standards: What To Do Prior To A National System*

**ISSUE:** As we move towards a voluntary national system of skill standards, how should we build upon what currently exists? How should states proceed in developing a new standards-driven school-to-work transition system in the absence of national standards?

**BACKGROUND**

There is considerable activity underway related to occupational skill standards, but much of it is in the early planning stages, limited to particular occupations, uneven in quality and narrow in focus. A large number of occupational tests do exist, most of which focus on narrow occupation-specific skills that are inappropriate for high school level programs. Furthermore, despite the considerable interest in skill standards at the state level, most states will be incapable of designing their own comprehensive skill standards system. They will look to national leadership for this component of the school-to-work initiative. However, "leading edge" states may be closer to establishing an adequate system of skill standards and assessments than are other states.

**LEARNING FROM EXPERIENCE**

There are five main sources of skill standards on which to build:

- **State licensing and certification exams.** States regulate approximately 1000 different occupations; about one-half are subject to a licensing exam. Licensed fields tend to be ones where there is a public interest in protecting consumers (e.g. health care, cosmetology, truck driving). There is little licensure in the fields with the largest student enrollments--business, secretarial, computer programming and technology.
- **State Voc-Tech Programs.** According to one survey, about 20 states have initiated efforts to develop industry-based skill standards for their vocational training systems. Most of this activity has focused on specifying job competencies, which in many cases are used to design curriculum. Further behind is a method of assessment; no state has developed a system of statewide credentials or certification. Oklahoma probably has the most advanced system of competency based testing and development in the country.
- **Third-party test developers.** Two of the largest players are the National Occupational Competency Testing Institute (NOCTI) and the Vocational-Technical Consortium of States (V-TECS), whose tests of occupational competency have focused on narrow occupational categories. NOCTI has performance based tests in 60 secondary and postsecondary fields. In 1990, V-TECS, a consortium of 23 states, claimed to have competency based standards in 170 occupational fields covering more

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than 700 DOT titles, and tests developed in 24 fields, with 18 more under development.

■ **Federal Initiatives.** Development of industry-based skill standards recently began on a national level with the award of 13 grants by DOL and ED to consortia of labor, business and education groups. According to one estimate, the industries targeted so far will cover up to 40 percent of the current workforce. In addition, both investments with other industries are also planned. DOD and OPM have considerable expertise in identifying occupational competencies and developing measures of assessment.

■ **Private Industry Associations.** Several industry and trade associations operate certification systems to promote recognition and quality in an occupation. Some of these are used by states. Examples include automotive repair (American Service Institute), welding (American Welders Society), and a quality technician program (American Society of Quality Control).

### OPTIONS

There will be a significant period of time before a national system of skill standards is fully developed and fully implemented. Therefore, choices made during the interim could have a long term effect, and should be compatible with objectives for the national system.

#### State Role:

**A. Limit funding to local projects that have a system of skill standards, method of assessment and certification already in place or close to implementation.**

**Comment:** Many of the most highly-touted youth apprenticeship and school-to-work programs currently in existence do not have a system of skill standards assessment.

**B. Encourage use of skill standards where they exist, but permit the development of sound school-to-work programs otherwise lacking a system of standards.**

**Comment:** If there is extensive system development without skill standards, it could be difficult to incorporate them at a later date.

**C. Encourage states to concentrate on measures of work readiness and applied academics (e.g., SCANS-type competencies) and use existing job specific assessments where possible.**

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**D. Require states as a condition for grant funds to develop a common skills standard framework which covers all State school-to-work projects.**

### **Federal Role:**

**A. Include quality of the state's "skill standards" system in the selection criteria for "leading edge" states.**

**B. Organize "leading edge" states into a consortium to pool their current efforts.**

**C. Provide technical assistance to the states by:**

- o creating a skill standards clearinghouse to collect and share information; and
- o commissioning expert papers to develop a common methodology and conceptual framework that states can use.

**D. "Beef up" federal development of industry-based standards by awarding additional grants to consortia of business, labor and education in fields not currently covered.**

*C. Participation of At-Risk Youth*

**ISSUES:** What strategies should the school-to-work initiative use to meet the academic needs of at-risk youth who are in school? Should the school-to-work initiative include a component for youth who have dropped out?

**BACKGROUND**

One of the principles guiding the school-to-work transition initiative is the importance of holding all students to high academic standards, both to ensure that students are prepared for lifelong learning and future careers and that employers are involved in and committed to the new system.

A large number of students in the middle range of academic achievement will be able to meet these standards; however, a substantial number of students will need additional academic help to meet them. In the current system, significant numbers of students perform poorly in school, many of whom drop out before graduation. A disproportionate number of at-risk students and dropouts are from minority groups and distressed urban and rural communities. There is abundant evidence that failure in school is inextricably related to poor job prospects in both the short and long terms.

**LEARNING FROM EXPERIENCE:**

● **School and Job Placement.** Young people who have not completed high school, particularly those from minority groups, experience a great deal of difficulty in finding employment. Even students in school get little help from schools in job placement, either before or at graduation.

- Just 29 percent of black high school dropouts aged 16 to 24 were employed in 1990 and 57 percent of white dropouts. Conversely, among graduates, 56 percent of African Americans and 79 percent of whites held jobs.

- Only about ten percent of high school students currently participate in programs that are more likely to include job placement, such as co-op education, career academies, tech-prep, and youth apprenticeship.

- Only one-half of comprehensive high schools and area vocational centers have information on student job placement, and 35 percent of these rely on surveys of student plans upon graduation.

● **Multiple factors putting students at risk.** Individual students frequently have multiple problems placing them at risk, requiring multiple strategies for encouraging them to remain

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in school, improve their academic performance, and plan for future careers. The most effective approaches to date have been comprehensive, using complementary, mutually reinforcing strategies.

- **Career academies** have proven effective in improving students' interest in school, academic development and lowering drop-out rates. The use of block scheduling and schools-within-a-school strengthen students' connection with teachers and other students, and the use of work based learning strengthens connections with employers.
- **Job Corps and related programs** have demonstrated that at-risk students often need comprehensive support services -- such as individual counseling to ameliorate the effect of personal problems on school behavior and performance; a one-on-one relationship with a mentor or tutor to provide individual attention and positive role models for success; and school-based social services such as day care for students' children, health care, transportation and referral to legal aid and financial support services.
- **Compacts** (and career academies) help at risk students stay in school and make the connections between school work and future employment. Models such as the Boston Compact help students link academic performance with job prospects by securing pledges from local businesses to hire and train high school graduates with satisfactory grade point averages.
- **Schools** can play an important role in helping students find jobs by offering occupational guidance, identifying actual opportunities, and providing assistance in locating jobs. Many disadvantaged young people lack access to neighborhood employment and to working adult role models and often are unaware of the opportunities afforded by a high school diploma.

## OPTIONS

The following options can help ensure that both disadvantaged and at-risk students, as well as economically distressed communities, are not excluded from participation in the school-to-work transition initiative:

- A. Require States to equitably distribute funds** across all economic areas, including those where most students would qualify as at risk.
- B. Require State plans to include specific strategies for addressing at-risk student needs**, such as academic enrichment services for middle school students, counseling, and mentoring.

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**C. Earmark funds for programs in communities** where a large number of students are at risk, either through direct federal developmental grants, or requiring states to set aside funds.

**D. Require State plans to provide school-to-work transition services for dropouts,** such as a community service program, or expanded Job Corps.

*D. Organizing Access to Jobs and Job Coaches*

**ISSUE:** Should the school-to-work initiative concentrate solely on the expansion of existing programs, such as youth apprenticeship, co-op education, tech-prep, and career academies? Or should the initiative broaden the school-to-work transition effort by including provisions for job brokers and job coaches, perceived by many to be the "glue" that links schools and employers together in a common school-to-work transition effort?

**BACKGROUND**

The youth labor market operates very badly for low- and moderate- income youth, especially minorities. Penetrating the job market above the level of casual employment is very difficult for inner-city high school students, who indicate that finding jobs is their primary obstacle to employment. Statistics show that the labor market experience of these youth is desperate even for those with high school diplomas: currently, only a quarter of poor and near-poor high school graduates find full-time jobs. Furthermore, employers complain far more about lack of "workplace readiness" than about the lack of academic competence. So while supply and demand exist, market forces are thwarted by a lack of accurate information on the part of both youth and employers -- in addition to a host of reciprocal negative stereotypes.

**LEARNING FROM EXPERIENCE**

■ **Organized Access to Jobs.** Efforts to organize the transition from school to work -- as distinct from efforts to provide skills development and credentialling -- are a central concern of employment policy. An effective job service, to provide organized access to jobs is at the heart of an employment system. Nowhere is that job service more needed than in the school-to-work transition, especially for young adults who lack access to parental or other networks.

■ **Job Coaches.** The value of an intermediary "glue" function has been underscored in many American school-to-work transition efforts. In Boston, Louisville, and nearly 300 Jobs for Americas Graduate communities, school-based job coaches have changed the odds for inner-city youth employment. The use of job coaches linked to private-sector commitments can secure access to critically-important work experience in the private sector - - after school, during the summer, and, for graduates, career jobs. Data from the Boston Compact model indicated employment-to-population ratios in 1985 that were nearly equal for white and black high school graduates and significantly higher than the national average:

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| HS Graduates | NATION | BOSTON |
|--------------|--------|--------|
| White        | 52%    | 62%    |
| Black        | 28%    | 60%    |

In addition, operating campaigns to secure employment opportunities for young people who stay in schools is a very effective means of enlisting broad employer collaboration with schools, as well as support for school-to-work transition efforts.

### OPTIONS

#### Organized Access to Jobs:

- A. Require that school-to-work transition program include, as a condition for participating in the program: an organized, measurable effort to find employment related to education during the school year and summer and full-time employment upon graduation for as many young people as market conditions allow.**
- B. Encourage such an effort and provide matching funds and technical assistance, but do not require it as a condition for participating in the program.**
- C. Limit the school-to-work transition initiative to the expansion of existing models and remain silent on the issue.**

**Comment:** The plain language meaning of "school-to-work transition" raises the expectation that the system will provide students with organized assistance in gaining private sector work experience and post-graduation employment. Leaders in the private sector who have supported school reform and apprenticeship initiatives have indicated strong support for this kind of organized assistance. However, it would be important not to bless organized efforts to recruit students for fast food jobs.

#### School-based job coaches:

- A. Require that community-level programs install school-based job coaches as a condition for receiving funds under the school-to-work initiative.**
- B. Encourage -- with matching money and technical assistance -- the use of school-based job coaches, but do not require it.**
- C. Be silent on this issue.**

**Comment.** The psychological distance between schoolroom and workplace is very wide. To understand the nature and interrelationship of school, workplaces, and the labor market requires specialized knowledge that school staff members do not have. In countries such as Sweden and Germany, a competent employment service performs the critical function of shepherding youth into the labor market. Career specialists on the payroll of an intermediary organization have been absolutely essential to the success of Boston Compact and Jobs for Americas Graduates, since middle-level staff in large companies and owners of small firms are much more likely to hire young people if they know there is a reliable job coach in the picture. However, there may be strong resistance on the part of teachers' unions and local education agencies to putting a school-related counseling function onto other than teachers' payrolls. Moreover, the costs involved in each high school having a job coach could be prohibitive.

*E. Measuring the System's Performance*

**ISSUES:** What system is needed for measuring the performance of the school-to-work transition initiative? What should the performance standards be and who should set them? Should the initiative incorporate the use of rewards and sanctions to promote high performance?

**BACKGROUND**

The incorporation of performance standards has been demonstrated to improve program performance. In a study of State Employment Services, the GAO found that higher State placement performance were attributable to the presence of measurable performance goals, reinforced by on-site evaluations and rewards.

A number of approaches to the measurement of program performance exist at the Federal and State levels, including national policy and accountability (JTPA), State quality and accountability (Carl Perkins Vocational and Applied Technology Education Act), process (Pell Grants), and institutional accountability (Bush Administration's Job Training 2000 Act).

**LEARNING FROM EXPERIENCE**

■ **Shared Performance measures already in existence.** JTPA and Federal vocational education programs share similar performance measures, such as:

- learning and competency gains, including student achievement of basic or more advanced academic skills;
- occupational competency attainment and job or work skill attainment or enhancement, including student progress in achieving the skills necessary to obtain employment in the field for which the student has been prepared;
- retention in school or completion of a certificate of mastery or its equivalent; and
- placement into additional training or education, military service or employment.

■ **State Role in Designing Standards.** The Carl Perkins Act has empowered States to develop their own performance measurement systems, within certain parameters. States have responded actively and positively to the opportunity to participate in and manage the development of accountability standards. However, the decentralized approach does not

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ensure consistency nation-wide and may mean States are less likely to accept a national performance process for the school-to-work system.

■ **A new focus on quality data.** In business, health and education, the emphasis has shifted from just measuring performance per se to improving the quality of data collected. Better information alone may help stimulate improved performance, as administrators and participants can more reliably evaluate and benchmark their efforts. In JTPA, for instance, quality data is emphasized through peer review.

■ **Rewards and sanctions are widely used.** The use of rewards and incentives has demonstrated a powerful effect on behavior and motivations; if not carefully calibrated, however, the incentive can have unintended negative consequences, such as cream-skimming and emphasizing volume over quality. In JTPA, for example, some assert that tying rewards to job placements has led to large numbers of placements without long term positive earnings effect. Other experience indicates that offering both rewards and sanctions, as opposed to sanctions only, will encourage positive behavior and not just avoidance strategies.

### OPTIONS

The adoption of performance measurements for the school-to-work system needs to recognize existing State efforts under the Perkins Act, as well as those connected to other federal youth programs.

#### *I. Performance measurement:*

**A. Incorporate the school-to-work transition initiative in the current vocational education approach, which empowers States to develop performance measures.** Since the States already have standards and systems to measure them, this approach would not require substantial additional investment or expenditure to revamp them. Conversely, a state-based approach eliminates opportunities for judging performance against national objectives and goals (which is particularly important given American labor mobility and the need for transportable competencies).

**B. Move to new national standards, with interim measurements of existing programs.** Interim standards could include progress toward achieving core elements of a unified school-to-work system (e.g., the extent to which quality work experience is being integrated with academic and school-based instruction). National standards might include: declining dropout rates; faster post-school employment; improved college placement; sustained earnings gains, among others.

**C. Rely on occupational skill standards.** Ultimately a school-to-work system can be

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driven by skill standards -- are students getting skills that are recognized and accepted by both employers and postsecondary institutions? Ideally, the standards would also necessitate work-based learning. These standards may take time to develop, and could miss important criteria like declining dropout rates.

### *II. Rewards and Sanctions:*

**A. Require states to design rewards and sanctions, as currently required under the Perkins Act.** While this builds on existing activity, it may inadvertently undermine the universal nature of the planned school-to-work system (since Perkins only requires rewards and sanctions vis-a-vis serving the disadvantaged).

**B. Create rewards for states that meet or exceed national standards.**

*F. Governance*

**ISSUES:** Should this legislation require the Federal government, states, and local areas to establish stakeholder boards to plan, oversee, and coordinate this new program? Should the authority of these boards extend beyond school-to-work to all workforce-development programs? What, if any, organization or structure should be charged with administering the program at each level?

**BACKGROUND**

Historically, laws governing training programs have mandated separate councils at the state and/or local level to oversee and advise on programmatic issues. JTPA has its state job training coordinating councils and private industry councils. The Perkins Act has state councils on vocational education. The responsibilities are spelled out in detail, as is the exact mix of membership.

The past two years has witnessed a growing consensus that the wide array of separate and competing workforce-development programs can never be rationalized unless an overarching new body is established and empowered to set policies and oversee all of these programs and create a cohesive workforce development system. Congress debated this issue at length in its 1992 reauthorization of JTPA and the Perkins Act. Under the JTPA amendments, states *may* create a single Human Resources Investment Council in place of a number of federally-required oversight bodies. To date, about 20 states have taken this step, with another 20 considering it.

**LEARNING FROM EXPERIENCE**

■ **State and Local Boards.** The growing pressure to improve service delivery has led several states to consider unified workforce development governing bodies (even before JTPA reauthorization). Though barely formed, most of these state councils show promise and are viewed by many state leaders as key to achieving a truly responsive education and training system.

To date, the states have not chosen one preferred model. Oregon has statutorily established a formal state-wide council with membership across labor, education and commerce agencies as well as a range of public representatives. Washington has chosen a looser approach, while Texas has selected yet another variation. All states, however, seem to strive for representation from education, labor and some business constituency.

Within school-to-work experiments per se, states and localities have varied widely on choices of lead *administration* agencies. Iowa uses the Education Department in the lead, while Maine selected its community college system and California and Michigan utilize the

state job training agencies. At the local level, youth apprenticeship demonstration grants were administered by local community colleges, Private Industry Councils created under JTPA, local education agencies and nonprofit partnerships.

■ **Federal administration.** Various approaches -- each with its own flaws and measures of success -- have been used to facilitate rational service delivery and program direction across agencies. Some have employed a loose coordination mechanism; others have elected for more formal relationships. Regardless, the key to success seems to be a mutual commitment to the customer.

## OPTIONS

The main governance options revolve around three threshold issues: degree of mandate (namely, how far should the federal government go in mandating particular structures?); scope of governance (should the governance structure oversee only school-to-work or all of the workforce development system?); and extent of governance (federal, state and/or local).

### *I. Degree of Mandate*

**A. Require that states and local areas establish stakeholder boards to oversee the school-to-work system, with specific membership requirements.**

**Comment:** Responsibilities of these human resource investment councils could be limited to school-to-work programs or could be extended to setting broad education and employment policy and oversight of all workforce-development programs. Anyone receiving grant funds would be required to set up a governance structure for strategic planning, policy development, partnership development and program oversight, among other functions. Representation would have to reflect, at a minimum, education, labor and business.

**B. Allow states and localities to establish governance structures to the extent they deem appropriate, but proscribe certain functions to be performed (such as strategic planning).**

**Comment:** States and localities would be required to coordinate this school-to-work program closely with other related programs, to explain how it fits into a larger workforce-development strategy, and to provide assurance that all institutional partners are involved and in agreement with the approaches adopted. However, the specific mechanism and process to do this would be left to the states. This permits state and local flexibility yet ensures important functions are carried out. Conversely, many may view the flexibility as limited

with functions prescribed.

## ***II. Scope of Governance***

### **A. Limit governance requirements at federal, state and local levels to school-to-work system only.**

**Comment:** This eases administration, through the use of a traditional and limited focus, but may end up further complicating school-to-work transition systems by adding one more program with its own requirements and administrative mechanisms.

### **B. Require state and local governance mechanisms to oversee entire workforce development system.**

**Comment:** This may load too much political baggage onto the school-to-work initiative, although it could be an important policy step.

## ***III. Federal-Level Governance***

### **A. Create a federal workforce development board or institute, including Labor, Education and Commerce agencies, plus representatives from business, labor, and the public.**

**Comment:** While this may be an appropriate policy step (since duplication and overlap often start at the federal level), it could open the school-to-work initiative to charges of creating more bureaucracy and expanding its mandate beyond school-to-work.

### **B. Form a single functionally-integrated joint DOL-DOEd unit, staffed by both agencies, to administer the school-to-work system only.**

**Comment:** This would be a stronger "joint" mechanism than merely requiring coordination.

### **C. Maintain distinct and separate offices in both Departments, but closely coordinate activities. Overall policy direction, budget formulation, and program evaluation would be shared and would require agreement, but agencies would maintain separate administrative responsibility for overseeing their respective state grants.**

**Comment:** This approach minimizes bureaucratic changes and risk of growing federal structures, but depends heavily on a continued mutual commitment across agencies.

## APPENDIX

### *A. Lessons from Experience: What We've Learned About What Works*

#### **Lesson 1.**

**Educational approaches that integrate work-based and school-based learning engage student interest, improve academic skills and readiness to work and decrease dropout rates.**

#### **Evidence:**

- Research has repeatedly demonstrated that many students learn better and retain more when they learn in context -- not in the abstract.
- Studies have consistently linked the economic competitiveness of Japan and Germany to the effectiveness of their youth training systems, which develop a highly-trained and well-educated workforce through integrated programs of education and employment.
- Even "high-risk" students in career academies -- "schools within schools" that blend applied academics, workplace exposure, career counseling and vocational courses in a highly structured program with an occupational focus -- drop out at lower rates than non-academy students. The Oakland Health and Bioscience Academy maintains a 96 percent attendance rate. Philadelphia academies achieved graduation rates of between 88 and 100 percent in 1991 -- compared to 60 percent in the city's other high school.
- Work-based learning substantially raised language and math achievement scores at Oakland Health, and more than 80 percent of its graduates meet the entrance requirements of the University of California system (in contrast to 20 percent of Oakland School District graduates generally).
- In YouthBuild, a paid job training program for disadvantaged youth and dropouts which combines basic literacy and mathematics skills with hands-on training in construction skills, 83 percent of enrolled participants stay with the program at least five months; on average, sixty percent stay to the end of the program and get regular jobs paying an average of \$16,000 annually.

#### **Lesson 2.**

**The involvement of employers is integral to the effectiveness of work-based learning; the potential scale of a school-to-work transition system hinges on the motivations and incentives for employers.**

#### **Evidence:**

- Employers have put significant investments of time, energy and money into training programs where there is demand for a source of skilled workers in the industry -- for example, metal workers in Pennsylvania, skilled machinists in Tulsa, and medical technicians in Boston.
- In California, significant employer interest, extensive planning and consensus building at the state level went into developing a youth apprenticeship program -- which did not get off the ground, due to employer reluctance to create apprenticeship slots in the face of poor economic conditions and limited prospects for near-term business growth.
- Financial incentives alone have not attracted U.S. employers in significant numbers. There has been limited interest in employment and training subsidies such as Targeted Jobs Tax Credit and subminimum training wage. One demonstration program, which subsidized wages for private sector jobs to disadvantaged youth -- conditional on school enrollment and attendance -- had mixed results. Only 18 percent of private employers overall were willing to participate, even at a subsidy rate of 100 percent. On the other hand, in the Baltimore site demonstration, a large percentage of employers said they would not have participated without the initial subsidy -- but often then converted the subsidized youth positions to unsubsidized positions.

### **Lesson 3.**

**Both employers and students need to have portable, objective assessments of skills and mastery.**

#### **Evidence:**

- In Germany, apprentices who pass tests based on nationally recognized skill standards receive a certificate that serves as a portable credential, and signifies a uniformly high level of training in the particular field.
- In the U.S., employers cannot assume that the content of training is comparable nation-wide, except for a limited number of trade apprenticeships.
- Despite evidence that workers with higher skill levels are more productive, and consistent complaints by employers that entry-level workers lack adequate basic skills in reading, computation and writing, employers do not see academic achievement as pertinent to employability and tend to hire on the basis of years in school and diploma obtained, rather than school grades.

### **Lesson 4.**

**To be able to help students make a successful transition from school to work, schools need to be more connected to and less isolated from business and industry.**

**Evidence:**

■ The successful linkage of schooling and work experience in Youth Apprenticeship programs builds on feedback by employers to teachers. For example, mentors at one factory told academic teachers visiting the plant that apprentices needed help with measurement, so teachers were able to add more emphasis on measurement to math and science courses.

■ A number of businesses have found it in their interests to provide teachers with work-based experience through "externships." In Maryland, teachers who had summer jobs in industry came away with more access to and understanding of industry and technological changes.

■ In Japan, employers have close relations with local high schools, see new graduates as desirable entry-level workers, and rely on schools' recommendation in making hiring decisions. There are mini-employment services in the schools, which supply teachers with better information about what employers need and expect and what specific jobs are available.

**Lesson 5.**

**Intervening early and aggressively with multi-year programs and comprehensive approaches can substantially improve employment and earning prospects, especially for high-risk, disadvantaged youth.**

**Evidence:**

■ Studies indicate that about one-third of all 18- to 24-year-old dropouts leave school before completing the 10th grade, so programs that begin in 11th grade are too late to reach many potential dropouts. Career academy programs, which begin in 9th or 10th grade, have a preventative effect and can reach low-achieving students before they fall through the cracks.

■ The employment and earning prospects of high-risk youth enrolled in short-term (typically 4 or 5 months) job training programs funded under the Job Training Partnership Act (JTPA), are no better than those of comparable youth not in the program.

■ Seventy-five percent of all enrollees in Job Corps -- an intensive long-term program for high-risk youth which combines classroom courses, counseling, and hands-on job training -- move on to a job or full-time study. The General Accounting Office (GAO) determined

that graduates of Job Corps are far more likely to receive a high school diploma or equivalency degree than comparable non-Job Corps youth and that the positive effects of Job Corps continue after training.

■ Four-year "tech prep" programs, which provide broad preparation for a cluster of related occupations through linking two years of secondary school with two years of community college, demonstrate decreased drop out rates, a 60% increase in the number of students taking high school algebra, and an increase in SAT scores.

#### **Lesson 6.**

**Training is most effective when there are jobs at the other end, and when programs are rooted in long-term analysis of the labor market, rather than tied to short-term availabilities.**

##### **Evidence:**

■ Boston's Project ProTech builds on the increasing demand for skilled medical technicians by combining academic training with cultivating a marketable skill in health care.

■ While they are still technical high school students, participants in the Toyota/Mass Bay partnership earn credits toward associate's degrees in automotive diagnosis, in addition to paid job experience. Roughly 17 out of 25 students who enter the program graduate; however, the attrition rate is a sign of the effectiveness of the training, since students in the program are regarded as such desirable diagnosticians that employers often lure them away before graduation.

■ Demonstration projects that targeted a single firm for youth apprenticeships failed when changes in economic conditions curtailed employment.

#### **Lesson 7.**

**Establishing successful school-to-work transition programs, even on a small scale, requires considerable time, long-term planning and sustained effort; there is no short-term, quick-fix means of creating a comprehensive, effective school-to-work transition system.**

##### **Evidence:**

■ The relatively modest improvements in employment, earnings, and productivity in certain JTPA programs indicate the limitations of providing training on the basis of short-

term contracts with service providers. Annual re-competition for training contracts compromises program continuity and long-term planning, and promotes short-term assessments of program "success" over sustained, long-term evaluations of program effectiveness.

■ Youth apprenticeship demonstration and state projects show that there is usually no significant enrollment of youth apprentices until the second year of operation; in the first year, new programs focus almost entirely on planning and creating the necessary infrastructure for the involvement of employers, local and state government, organized labor, and secondary and post-secondary schools.

■ Two States with comparatively advanced youth apprenticeship programs, Maine and Wisconsin, currently enroll fifteen and thirty students respectively -- after a year of operation.

■ Youth training programs in the United States have successfully incorporated features of the exemplary education and training systems of competitor nations, but the programs have also demonstrated that such systems are rooted in significantly different cultural, economic, and societal realities and values and cannot be imported ready-made for use in the United States.

## *B. Positions of Key Constituencies*

This section summarizes the past positions of key constituencies on school-to-work transition and youth apprenticeship, based on testimony presented before congressional committees in 1992, letters to the Department of Labor, and telephone contacts. Consultations are planned with major constituency organizations who did not testify in the Congressional hearings. Many of the organizations that were contacted by phone had not yet taken a position on school-to-work transition/youth apprenticeship but rather were waiting to review the Administration's proposal. Several groups mentioned their desire to be included in the consultation process.

The discussion of positions is organized by type of constituency. The issues covered, where applicable, include governance, the role of employers, the role of existing programs, skill standards and certification, and targeting.

### **Business Organizations**

■ **Chamber of Commerce.** In testimony presented to the House Education and Labor Committee, the U.S. Chamber of Commerce supports school-to-work programs generally, but made no specific recommendations. In other forums, representatives of the Chamber have recommended a "Youth Entrepreneurship" initiative where students would learn to start their own businesses and learn to take entrepreneurial philosophies and quality management into existing businesses. This proposal does not necessarily represent the views of the Chamber on youth apprenticeship, but may be indicative of their views:

- **Governance:** A system is needed, rather than fragmentation; should be a collaborative public-private endeavor.
- **Design:** Young people should be trained in quality management. Small business should be targeted.
- **Employers:** Should be involved in creating own quality workforce; an opportunity for local chambers of commerce to improve community relations, while reinforcing quality management.
- **Existing programs:** Existing education systems need to be challenged to provide meaningful education.
- **Standards:** Support highest standards.
- **Targeting:** All youth eligible; need to reach youth in 9th and 10th grades.

## Appendix: Positions of Key Constituencies

■ **National Alliance of Business.** NAB issued a legislative paper on youth apprenticeship on March 22, 1993. This paper is intended to build on the consensus "Framework for Federal Youth Apprenticeship Legislation" discussed above. NAB views the following as the key elements of youth apprenticeship:

- **Governance:** The program would operate like the U.S. Extension Service, with the Federal Government conducting research, sharing knowledge, promoting best practices, and providing technical assistance; Federal money would be for developmental purposes or demonstrations. A National Workforce Institute and Investment Board would administer the program. "Interested States" would promote apprenticeship systems, provide technical assistance, build coalitions, and certify programs. Local organizations or consortia would design and implement local programs.
- **Employers:** would have a leading role in design and implementation of programs. Financial incentives to encourage employer participation, including the Targeted Jobs Tax Credit, are supported.
- **Design:** NAB supports development of a system, not a new grant program. The system should allow local flexibility. The youth apprenticeship design is to integrate school-based learning with work-based learning, with support systems for career guidance, counseling and remediation.
- **Existing programs:** Program operations would be part of the regular financial structure of schools through new secondary and postsecondary curricula and supported by employers for work site learning components. Youth apprenticeship would not replace other promising models such as Tech-Prep.
- **Standards:** NAB supports standards of academic, technical and employability competencies (to be developed by the Board and Institute), and a system of credentials.

■ **The National Association of Manufacturers and the Business Roundtable** were called, but no information was obtained on their positions on youth apprenticeship.

### Labor Organizations

■ **AFL-CIO.** AFL-CIO is in the process of developing a policy position on youth apprenticeship. Generally, labor organizations are interested in preserving the integrity of traditional apprenticeship programs and support their expansion as an effective model for school-to-work transition. They are concerned that youth apprenticeship programs contain

## Appendix: Positions of Key Constituencies

worker protections and not lower labor standards. They are also concerned about substitution of youth apprentices for current workers and possible duplication of current apprenticeship programs. They are supportive of skill standards.

Ray Robertson, who is President of the **International Association of Bridge, Structural and Ornamental Ironworkers**, testified on behalf of the **Joint Apprenticeship and Training Committee of the AFL-CIO**, in support of Senator Simon's Career Pathways Act. He made the following points:

- Governance: Support equal partnership among education, labor and management. Labor unions should be mentioned in bill where employees are mentioned.
- Design: Don't lock youth into certain occupational endeavors, as German model does. Don't set prescribed goals, that may result in training people for occupations that may become obsolete. Need to preserve current barriers to youth working in hazardous occupations, etc.
- Existing programs: Need separate bill to expand apprenticeship in the construction industry. Vocational guidance must be improved in our schools, community colleges, and the employment service.
- Targeting: Do not forget current unemployed and underemployed Americans.

■ **The United Brotherhood of Carpenters and Joiners** testified in support of the Simon Career Pathways Act, supports traditional apprenticeship programs, and supports skill standards.

■ **The Plumbers and Pipefitters** testified in support of existing apprenticeship programs, supports national skill standards and certifications, supports reform of the education system, and suggested using collective bargaining to increase the investment in worker training. They argue against using the term "youth apprenticeship" and suggest that the new program exclude the building trades.

■ The labor representative of the **Oregon Workforce Quality Council** testified in support of youth apprenticeship, but was concerned that standards of traditional apprenticeship programs not be lowered, that apprentices have worker protections available to other workers, and that high performance work organizations that accept employee involvement be encouraged.

### Education Organizations

## Appendix: Positions of Key Constituencies

Education organizations are primarily concerned that their respective client organizations (community colleges, vocational education programs) be assured of a strong role in a school-to-work transition program. Among education organizations, there is support for education/business partnerships, coordination between the Departments of Education and Labor, skill standards, and system-wide change rather than a pilot program. Several organizations mentioned the desirability of employers, employees, and educators jointly determining program design, standards, and assessment.

■ **The Council of Chief State School Officers**, at a hearing on the Simon Career Pathways bill, also argued for the following:

- Governance: There is a need for a strong State role, including State administration of grants to the local level. Agencies responsible for education, labor and economic development/commerce should develop state application. Need for strong Federal leadership.
- Standards: Should be industry-by-industry.

■ **The American Vocational Association** testifying on the Simon Career Pathways bill, supported the following:

- Governance: Should be a joint effort between the Departments of Education and Labor.
- Design: Supports formal training agreements, career guidance and counseling and teacher training components of Simon bill.
- Existing programs: Should be coordinated with and/or operated through the Perkins Voc Ed Act.
- Targeting: Special population groups should have equal access to career pathways.

■ **The Association of Community College Trustees/American Association of Community Colleges**, in a letter to Secretary Reich, made the following points:

- Existing programs: DOL should give stronger consideration to the role of community colleges in youth apprenticeship.
- Targeting: Youth apprenticeship should cover grades 11, 12, 13 and 14.

■ **The National Coalition for Advanced Manufacturing (NACFAM)**, a business-technical

education coalition, said that the existing infrastructure of technical education in secondary and two-year post-secondary schools should be the primary resources in developing school-to-work transition programs. They support voluntary skill standards, and suggested tax incentives for obtaining employer involvement.

### **Public Interest Groups**

The following public interest groups were contacted, but had not yet taken a position on youth apprenticeship: the **National Association of Counties**, the **U.S. Conference of Mayors**, and the **National League of Cities**. All indicated an interest in seeing the Administration's proposal and said that positions would be taken at future annual meetings.

### **Community-Based Organizations**

The **National Urban League** is the only national CBO from which views were obtained.

- o Governance: The Urban League wants Federal control and governance as opposed to a State-based system. Feels that minority organizations have been left out of the loop on youth apprenticeship.
- o Existing programs: Believes youth apprenticeship is only looking at the short term and wants to expand vision to include all education and training and adult worker initiatives. Alternative schools, such as Street Academies, should be able to participate.
- o Standards: Interested in new types of alternative crediting of achievement to enable out-of-school apprentices to earn high school diplomas (not GED's).
- o Targeting: Favors including out-of-school youth; concerned about serving at-risk youth.
- o Other: Suggests changing name to, perhaps, "Career Certification Program."

### **Federal Committee on Apprenticeship**

The views of the Federal Committee are taken from a 1992 letter to the Department of Labor.

- o Governance: There needs to be a defined role for the existing Federal/State apprenticeship system. Should not be overly prescriptive.

## Appendix: Positions of Key Constituencies

- Existing programs: Need to expand, not dilute, current registered apprenticeship system; need to help younger people get into apprenticeship programs.
- Standards: National standards should be established by industries.
- Targeting: Need early career awareness; 11th grade is too late. Need to provide support services so that all young people, regardless of family resources, have equal access to career opportunities.

### **Framework for Federal Youth Apprenticeship Legislation.**

In December of 1992, a group of organizations issued a "Framework for Federal Youth Apprenticeship Legislation," which provides recommendations for a federal legislative framework in support of a national youth apprenticeship system. The recommendations are also summarized below. The authors of the paper view it as a discussion aid, not a document officially embraced by either individuals or organizations. Nevertheless, the authors state that it "represents a large measure of consensus." Individuals affiliated with the following organizations were involved in the drafting of the "Framework":

- Council of Chief State School Officers,
- National Center for Education and the Economy
- National Alliance of Business
- National Governors Association
- Center for Law and Education
- Youth Employment Coalition
- Jobs for the Future

This consensus paper calls for a legislative initiative to develop over five years capacity throughout the United States for a youth apprenticeship collaborative among employers, educators, community based organizations serving youth, and unions. The purpose of the proposed legislation is to:

- Define the essential elements of youth apprenticeship.
- Provide Federal assistance to institute youth apprenticeship throughout the U.S. in conjunction with States, localities, business, labor, educators and community organizations.
- Develop through technical assistance and financial support, the capacity of employers, employees, schools, community organizations to implement youth apprenticeship.

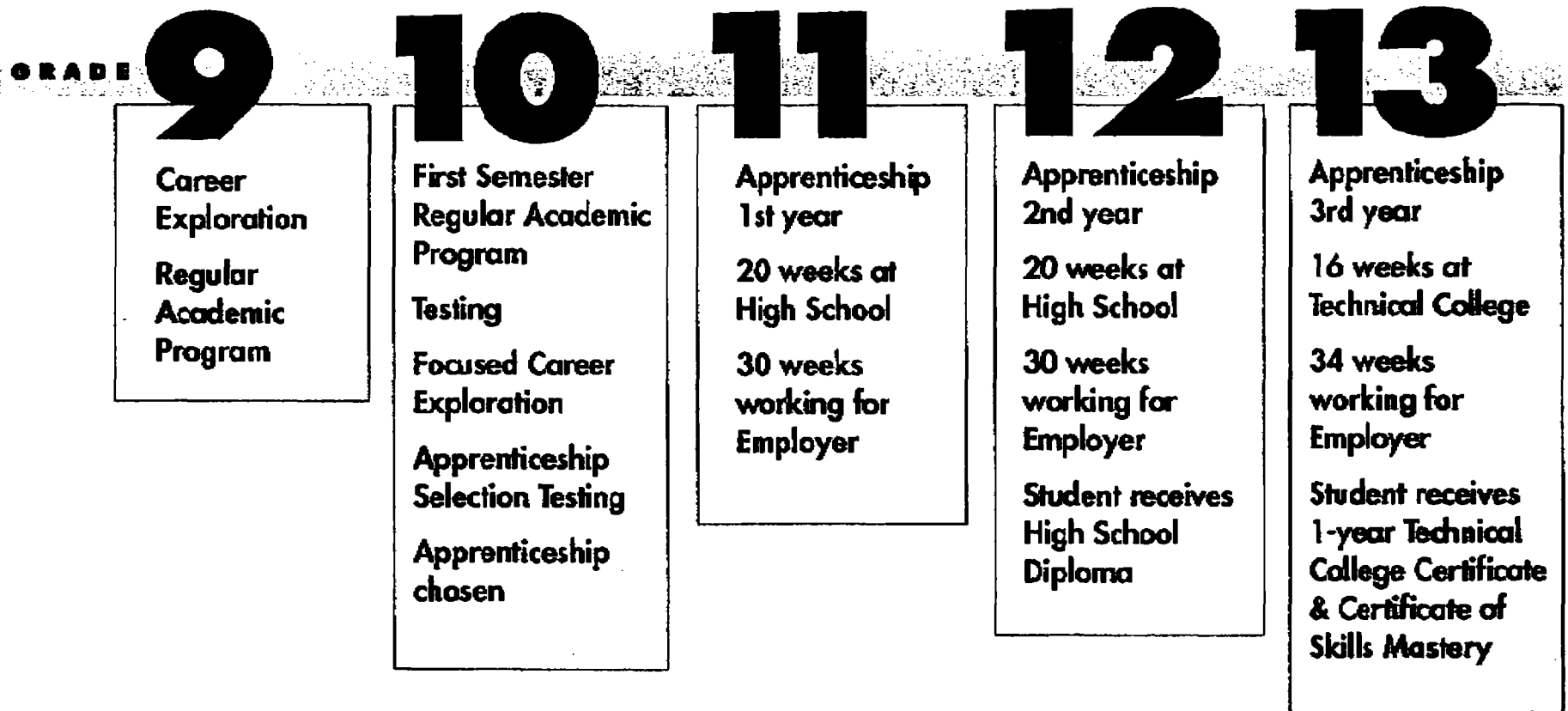
## Appendix: Positions of Key Constituencies

- Foster collaboration among government agencies and the above mentioned entities in the design and implementation of youth apprenticeship.
  - Support research, development and evaluation to (a) determine the best strategies for putting youth apprenticeship into operation, (b) develop occupational skill standards where they do not exist, (c) develop quality measures for youth apprenticeship programs, and (d) determine the institutional arrangements needed to support a nationwide system.
  - Encourage flexibility in approaches in order to meet the needs of differing occupations, industries, and local economies.
- Governance: At the federal level, program would be administered by a National Work Force Quality Board, which would provide policy direction and establish standards of quality and achievement for workforce development programs. The "framework" also calls for State and local work force quality boards. **[There was not consensus on the state and local board; some individuals prefer the legislation to be as non-specific and flexible as possible.]**
  - Employer: Calls for active employer role at all levels of program design and implementation.
  - Design: Youth apprenticeship is a comprehensive approach to learning that includes all of the following essential elements:
    - Integration of school based learning with work site learning.
    - Continuous academic instruction to attain proficiency in at the least core subjects of English, mathematics, geography, history and science.
    - Occupational and technical instruction to attain broad vocational experience, occupational-specific knowledge, skills and abilities specified in broadly accepted industry standards and general workplace competencies.
    - Established standards of academic competency and assessments.
    - A work-based learning component that includes a formal training agreement, a formal work site training plan, mentoring by employees, and paid work at progressively higher skill levels.

## Appendix: Pending Legislative Models

- Formal connections to career guidance, exploration, and counseling and remediation, support services.
  - Established outcomes that include award of a broadly-recognized certification of occupational skills and skill development that enables learning beyond 12th grade through structured articulation arrangements.
  - Active involvement of employers, schools, students, parents, unions and in program design and implementation.
  - Application of Federal safety, health, and civil rights laws to youth apprentices and non-displacement of current workers.
  - Systematic efforts to place graduates in permanent, full-time employment in the field for which they have been certified.
- Existing programs: This issue is not specifically addressed but the state workforce quality board would provide oversight for youth apprenticeship within the context of its broader responsibilities that including providing policy direction to federal and state workforce development programs.
  - Standards: One of the Federal roles is to promote the development and adoption of national standards for core proficiencies common to most industries within the youth apprenticeship system. A State role is to identify, in conjunction, with appropriate federal agencies and employer representatives, standards (1) for broad occupational training and certification of programs and individuals and (2) experience in and understanding of all aspects of particular industries based on analysis of working conditions in high performance work places.
  - Targeting: Students would begin to be served with career guidance, exploration and counseling no later than 9th grade. Services would continue into the postsecondary level.

# MAINE YOUTH APPRENTICESHIP PROGRAM MODEL



# Creating A Youth Apprenticeship Program: Step By Step



*Presented By:*  
**Center for Youth Apprenticeship - Southern Maine Technical College**  
*Co-sponsored By:*  
**Jobs For The Future**  
*and*  
**The Council Of Chief State School Officers**  
*South Portland, Maine*  
*May 3-4, 1993*

## Purpose

We have invited leaders of some of the best programs running in the country to offer and discuss the concepts, components and challenges that are involved when creating a youth apprenticeship program. This conference will allow participants an opportunity to learn how to create their own apprenticeship program, as well as discover the steps of operating and running a successful program.



John R. McKernan Jr.  
Governor of Maine

*"... In a world where 85% of all jobs will require high skills - but less than half of our students plan to attend college - youth apprenticeship offers a new approach that can break new ground in educating the workforce of the next century. I hope that our unique, Americanized youth apprenticeship design will be considered by other states, and that together we can bring greater opportunity to future generations of Americans."*



Hilary Pennington  
President  
Jobs For The Future

*"As I see the future of America, youth apprenticeship is a necessary step we must take in educating our future leaders. Our country has built a reputation of being, or desiring to be, the best in all areas. As other countries grow and develop, we will no longer maintain this status unless we educate our youth and train them with the skills necessary for future global competition. Youth apprenticeship meets this goal."*

## Appearing At The Conference

A Representative From  
President Clinton's Administration  
(Invited)

**John R. McKernan, Jr.**  
Governor of Maine

**Hilary Pennington**  
President of Jobs For The Future

Governor McKernan has won national recognition for his leadership and innovation in education and training initiatives. In 1992, he was recognized as an "outstanding governor" by the American Society for Training and Development. In 1989, Maine was named "State of the Year" by the National Alliance of Business. Currently, Governor McKernan is Chairman of Jobs for America's Graduates, and is past Chairman of the Education Commission of the States. He is in the process of writing a book on youth apprenticeship.

Jobs For The Future is a non-profit corporation, created in 1983, that deals with work force issues.

Their current primary focus is on youth apprenticeship and workbased learning. Presently, they are consulting with the leading states on youth apprenticeship programs. Ms. Pennington testified on behalf of youth apprenticeship programs at President Clinton's Economic Summit.

## State Program Presenters

**Karen Cundiff**  
Program Director  
Arkansas Youth  
Apprenticeship Program

**Susan Brown**  
Director  
Maine Youth  
Apprenticeship Program

**Lois Ann Porter**  
Director  
Project ProTech of  
Massachusetts

**Robert VanDine**  
Program Organizer  
Pennsylvania Youth  
Apprenticeship Program

# PROGRAM

## Monday, 3 May 1993

### 10:00 a.m. Welcome

John Fitzsimmons - President, Maine Technical College System

### Introduction of Keynote Speakers

Susan Brown - Director, Maine Youth Apprenticeship Program

William Cassidy - Director of Research and Curriculum, Maine Center for Youth Apprenticeship

### Keynote Speakers

Hilary Pennington - President, Jobs For The Future

*and*

--A Representative from President Clinton's Administration--

### 10:45 5 Concurrent Workshops - Participants will choose 3 of the 5 to attend.

I. Sharing Models-Arkansas and Maine

II. Checklist: What You Need To Do!

III. Setting Standards and Building Curricula

IV. Business Perspective

V. Child Labor Laws

### 12:00 noon Luncheon

Host: Wayne Ross - President, Southern Maine Technical College

Brief Remarks: Glenda Partee - Council of Chief State School Officers

### Introduction of Keynote Speaker

Leo Martin - Commissioner, Maine Department of Education

### Keynote Speaker

The Honorable John R. McKernan, Jr. - Governor, State of Maine

### 1:45 p.m. 5 Concurrent Workshops Continue

### 3:00 Break

### 3:15 5 Concurrent Workshops Continue

### 4:30 Adjourn

### 4:30-6:00 Exhibitors' Reception

*Dinner On Your Own*

## Tuesday, 4 May 1993

*Breakfast On Your Own*

### 9:00 a.m. 4 Concurrent Workshops - Participants will choose 2 of the 4 to attend.

I. Sharing Models-Massachusetts and Pennsylvania

II. Youth Perspective

III. Labor's Perspective on Youth Apprenticeship

V. Secondary School Perspective

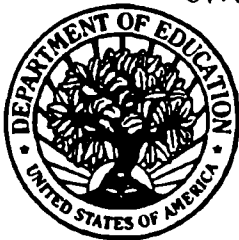
### 10:15 Break

### 10:30 4 Concurrent Workshops Continue

### 12:00 noon Wrap up/Luncheon

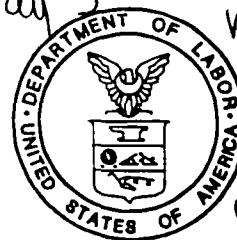
### 1:00 p.m. Adjourn

*This will possibly be revamped  
some before going to President.*



UNITED STATES DEPARTMENT OF EDUCATION  
UNITED STATES DEPARTMENT OF LABOR

*CC: Salton  
Schmidt  
Reed  
Way*



*Wanted to  
make sure  
you're  
aware  
of this  
vis-a-vis  
welfare  
reform.*

MEMORANDUM FOR THE PRESIDENT

FROM:

ROBERT B. REICH  
SECRETARY, DEPARTMENT OF LABOR

*Robert B. Reich*

RICHARD W. RILEY  
SECRETARY, DEPARTMENT OF EDUCATION

*Richard W. Riley*

*Chase*

SUBJECT: SCHOOL-TO-WORK APPRENTICESHIP PROGRAM STRATEGY

You've pledged to build a national version of the youth apprenticeship experiments underway in Arkansas and elsewhere, and you entrusted us with the task. The basic idea enjoys enormous support. Our proposal promises kids real help in making the school-to-work transition. Work-based learning plus related academic training, based on skill standards and leading to a meaningful credential that is nationally accepted, will help them find good jobs.

The trick is to make major change happen quickly, in the face of brutal budgetary limits and authority dispersed across federal layers. Here is our strategy for pulling this off.

The core of the strategy is leverage. Financial leverage--deploying small amounts of new federal money to alter the flow of other resources--is important, but only part of the strategy. Equally crucial are institutional and conceptual leverage. There has been a lot of work already done on ways to smooth the school-to-work transition, a lot of lessons learned, a lot of models already in place throughout the country. No single approach (including the pure form of youth apprenticeship) can reach anything like national scale within one or even two Presidential terms. Nor--even beyond the imperative of rapid, large-scale change--is it clear that we should cast our lot with any one model. So we've defined the initiative to comprehend and build upon the best elements not just of classic youth apprenticeship, but of vocational education innovations like Tech Prep, cooperative education, and career academies.

Finally, we're counting on political leverage. We have mapped

deep reservoirs of support in Congress (including Senators Thurmond and Dole and former Secretary of Labor Brock), in the business world, in the education community, and in State and local government. There are many actors ready to embrace this initiative as their own. We aim to accelerate change and lend it coherence by empowering this bottom-up reform constituency. Federal money and waiver authority will boost the capacity and legitimacy of the forces already pushing for a better school-to-work transition system, and strengthen their hands against the status quo.

The attached memo outlines the key components of the strategy. There are three Federal instruments: Development grants for every State; waivers to let any state weave existing programs into its emerging apprenticeship system; and implementation grants issued in "waves" as States become ready for full-scale reform. The initiative builds on multiple models, and pushes a process of convergent evolution towards the best elements of several promising approaches. It lets all fifty States participate from the start, while creating room for the lessons from leading-edge States to inform the efforts of others. And it preserves room for continuous experimentation and local diversity in the means of delivering the core elements of work-based learning, a career-oriented curriculum, and effective partnerships between schools and businesses.

This initiative faces plenty of constraints, but we enjoy one great advantage--the depth and breadth of support for doing something serious about the school-to-work transition problem. The power of a compelling mission, intelligently presented, should let us trump the constraints. We are endorsing multiple models for change, and employing multiple tactics for making change happen, but the whole strategy is geared to a single goal -- merging school and the work world to do better by the majority of young Americans who don't earn college degrees.

We think it will work. The initiative will move us from an estimated 50,000 participants in programs that meet our criteria now, to millions in 1996. Over five years, it will roll out from a handful of states to full scale operation in all fifty States. Legislation can probably pass this year, if our Departments introduce it in the next few weeks. Should we go ahead with it?

#### Attachments

cc: Robert Rubin  
Leon Panetta  
Carol H. Rasco  
David Gergen  
George Stephanopoulos  
Howard Paster

**EXECUTIVE SUMMARY  
SCHOOL-TO-WORK INITIATIVE**

- This initiative will create a high quality, universal school-to-work system in all States by:
  - providing funding for all States immediately in FY 94 to begin developing such a system,
  - providing regulatory relief through waivers from other Federal job training and education programs for States to assist in the start-up of new school-to-work systems, and
  - providing "venture capital" over the next four years in grants to States for implementation. Ready-to-go States can win five-year grants; all States will get these grants eventually.
  - establishing criteria for a national school-to-work system,
- Every approved school-to-work program will provide each participant with the following:
  - paid work experience, with structured training and mentoring included;
  - a program of instruction that integrates classroom and work-based learning and is benchmarked to high academic and skill standards as proposed in the Administration's "Goals 2000: Educate America Act;" and
  - a skills certificate in addition to a high school diploma.
- In approved school-to-work programs, schools, employers, and communities will work together to provide their youth with the skills and employment opportunities needed for high skill, high wage careers.
- School-to-work funds will leverage other Federal and State resources into supporting State school-to-work systems.
- There is widespread support for a school-to-work initiative, including bipartisan Congressional advocates and a broad-based coalition of key parties (including educators, employers, individual businesses and trade associations, and community-based organizations) which seek Federal leadership in designing a national framework. There is also growing media interest (recent profiles of youth apprenticeship have appeared in The New York Times, The Wall Street Journal and on NBC's Evening News).

**DEPARTMENTS OF EDUCATION AND LABOR  
PROPOSED SCHOOL-TO-WORK TRANSITION LEGISLATION**

**I. INTRODUCTION**

**A. The Challenge**

Three-fourths of America's young people enter the workforce without college degrees. Many of them do not possess the basic academic and occupational skills necessary for the changing workplace or further education. And many cannot find stable, career-track jobs for a good five to 10 years after graduating from high school. As a result the wages, benefits, and working conditions of Americans without college degrees are eroding rapidly. In the 1980's the gap in earnings between high school and college graduates doubled; for those without high school degrees, the gap grew even wider.

The reasons are complex, but two factors stand out:

- the lack of a comprehensive and formal system to prepare youth for high skill, high wage jobs; and
- the shift in demand in favor of workers with skills and against workers without them.

While our major international competitors are refining and improving their school-to-work transition systems, the United States has yet to develop one. In practical terms, this means that, unlike their peers in Japan or Germany, for example, young Americans entering the workforce after high school make their way into their first jobs with little guidance, direction, or support.

Meanwhile, American employers are unable to hire entry-level workers with high academic and occupational skills and meaningful work experience, thereby harming the ability of these employers to compete successfully against the global enterprises that are increasingly transforming themselves into high performance work organizations.

**B. The Foundation**

Efforts by the Department of Education and the Department of Labor to design a school-to-work initiative result from: (1) your commitment to expand the youth apprenticeship program that you initiated in Arkansas, and (2) a broad-based coalition supporting the creation of a system that prepares all young Americans for high skill, high wage careers. We also want to build on various States' significant work that preceded our efforts or is currently underway:

- Three major Commission reports issued in the past six years -- Workforce 2000, The Forgotten Half, and

America's Choice: High Skills or Low Wages -- have helped to raise public awareness of the problems faced by students not going on to college (or not completing college). These reports and the America's Choice Coalition, which was formed after the release of its report (and with whom we are working) have been instrumental in bringing about consensus on policy options.

- Numerous States and localities are rapidly developing innovative school-to-work programs which combine academic and occupational learning and use a rapidly growing network of community and technical colleges. Twenty States have joined a multi-state youth apprenticeship network (see Appendix 1); many also have introduced or enacted school-to-work legislation.
- Elements of the youth apprenticeship model already are embedded in other, larger programs -- such as Tech-Prep, Co-op education, Career Academies, and School-to-Registered Apprenticeship (see Appendix 5).
- The movement to develop voluntary occupational skill standards and certifications, captured in the Administration's "Goals 2000 Educate America Act" legislation, will drive a world-class education and training system -- benefiting employers, students, and entry-level workers.

### **C. The Support**

The concept of school-to-work legislation currently has bipartisan Congressional support led by the authorizing Committees' leadership. Some key sponsors of legislation in the past year include: Senators Kennedy, Simon, Breaux, Jeffords, Hatfield, Thurmond, and Hatch; and Representatives Gephardt, McCurdy, Goodling, and Gunderson (see Appendix 2 for complete listing).

Individual businesses, and trade associations strongly support the prospects of school-to-work legislation. For small and medium-sized businesses, this initiative has particular importance since these firms are the most significant source of employment for youth particularly those without a college degree. As corporations downsize they are increasingly contracting out certain functions to smaller companies. Therefore, high skill jobs that were previously in larger corporations are being transferred to small and medium-sized businesses. Recognizing this transition, smaller employers understand the benefit of preparing youth for the high skill jobs in local small and medium-sized businesses.

Among those working with us already are Proctor & Gamble, Siemens, McDonald's, UNUM Life Insurance, Textron, National Association of Manufacturers, National Tooling & Machining Association, and the National Federation of Independent Business (see Appendix 3 for listing of employers involved in school-to-work activities). We expect to collect many corporate endorsements of the Administration's proposal by the time of its announcement. In addition, more than 75 national organizations representing education, labor, business, community interests, civil rights, and women's issues, have provided us with comments on the school-to-work legislation.

Finally, there is considerable media interest in this issue. Articles have appeared in The New York Times, The Wall Street Journal, and The National Journal, and, most recently, an NBC Evening News Special Report with Tom Brokaw did a segment on the Oregon youth apprenticeship program.

All the above items lead us to believe that we have the broad-based political support necessary to facilitate enactment this legislative year.

## **II. ACTION FORCING EVENTS**

This initiative needs to get underway quickly for two key reasons. First, there is a fairly long lead-time needed to get quality programs up and running. We need to secure the committed involvement of a wide range of parties in planning, program development, and curricula design. Second, the effort needed to bring this initiative to significant scale will take national leadership. This is particularly important in securing the broad-based employer participation that is essential for the provision of work-based learning opportunities.

## **III. OPPORTUNITIES FOR ALL STATES TO BUILD SCHOOL-TO-WORK SYSTEMS**

Our goal is to create a high-quality universal system in all States for assisting students in making the transition from school to meaningful employment. We intend to get there by employing a number of key strategic steps:

- States will have multiple avenues to build school-to-work systems with Federal support -- through the use of: (1) development grants; (2) implementation grants; and (3) waivers. These various strategies will enable faster start-up and diffusion of school-to-work systems, and more flexible and creative strategies.
- All States will receive development grants, which can be used both to produce a comprehensive plan and to begin the developmental work of constructing a system (e.g., gaining business commitments or creating

mechanisms for joint school-business activities).

- ▶ Then, States can submit their plans for Federal approval for regulatory relief through waivers from other Federal job training and education programs.
- ▶ Any State with a nationally-certified plan may also apply for a five-year implementation grants, and/or waiver(s). Thus, while some "leading edge" States will compete successfully for sizeable implementation grants, others will opt for waivers alone. Either way, States can come on line quickly, depending on their state of readiness or chosen strategy.
- The program provides "venture capital" for States and localities to build a school-to-work system, and funding will decline substantially as these local systems get up and running. Our goal is to promote ongoing community ownership of and responsibility for bettering young Americans' career opportunities, not to create another top-down, permanent Federal program.
- Implementation of the school-to-work system will come in "waves" -- starting with the States that are already set for reform and ending with the least organized or most reluctant States (see Appendix 4 for timetable). This way, limited Federal funds will go first to where they can make the most difference, and we will use more advanced States and communities to generate and test new ideas.
- For States that prefer to start "bottom-up" instead of "top-down," local grants, waivers, and existing funds can be used to begin building school-to-work opportunities. Within the first few years, every State can have model programs and a plan for a State-wide system.
- By design, we are leaving considerable room for experimentation and local diversity, and the legislation does not require adherence to a single model. Nevertheless there are some key unifying elements that every participant will receive:
  - ▶ a work-based learning experience,
  - ▶ an integrated curriculum of academic and occupational learning,
  - ▶ a high school diploma enabling attainment of a college degree, and
  - ▶ an occupational skills certificate, enabling entry into a first job on a career path.
- This initiative will both expand youth apprenticeship and integrate key features of the youth apprenticeship approach

with other, larger programs -- like Co-op education, Career Academies, and Tech-Prep -- to maximize the model's leverage and the pace of national reform.

- Private sector leadership is critical to the success of all aspects of this initiative. Employers -- in partnership with labor -- would play a key role in the design and implementation of the system. Private sector involvement would take the form of defining the skill requirements for jobs, participating in the governance of the program, offering quality work experiences for students, and providing job opportunities for students and graduates.

#### IV. FUNDING AND LEGISLATION

In order to jump start our efforts on a school-to-work transition strategy this year, the Departments are proceeding on two fronts: starting the initiative under current legislative authority, and developing a new legislative proposal.

- Laying the Groundwork in 1994 Under Current Law

We will use the requested new FY 1994 funds, under current legislative authority in the Job Training Partnership Act (JTPA) and the Carl D. Perkins Vocational Education and Applied Technology Act, to give all States the opportunity to get started as soon as possible. We will assist all States in designing a comprehensive strategy for building a school-to-work system and allow for a period of experimentation among a handful of States and communities poised to implement systemic reform. The funds would be spent under a joint plan designed and administered by the two Departments. Chairman Natcher has agreed to this approach and has put start-up funding for the initiative in both Departments' budgets for FY 1994. The Senate has indicated it will also provide funding.

- School-to-Work Transition Legislation in 1995

Secondly, we are developing legislation that provides for nationwide systemic reform beginning in FY 1995. Although we are able to start this new initiative under demonstration provisions in current legislation, new legislative authority is necessary to build a nationwide school-to-work system. Demonstration authority is more appropriate for funding a limited number of local sites on an experimental basis and would be limiting as we seek full funding for this initiative.

The legislation would establish the basic program components of a national school-to-work system and authorize the two Departments to jointly administer a program of grants and

waivers to accelerate the creation of a comprehensive school-to-work system in all States.

The proposed legislation will define the broad guidelines and basic elements of a new school-to-work system. Although State and local plans will be reviewed against these basic elements, innovation, experimentation and local diversity will be encouraged. In this manner, States and local communities themselves will determine how best to use limited school-to-work funds.

## **V. EXPECTED ACCOMPLISHMENTS**

Achieving the goal of fundamental and sustainable systemic change will require a period of experimentation, assessment, and modification. However, this initiative can and should produce significant changes in school-to-work systems at the State and local levels in a relatively short period of time. The following evidence of systemic changes and reform should exist by the beginning of the 1998-1999 school year:

- Industry-based skill standards will exist in a wide range of occupational clusters, with curricula and assessments to match.
- The first wave of leading-edge States will be providing high quality school-to-work programs to significant numbers of students. Preliminary estimates from leading-edge States suggest that between 15-30 percent of high school students would participate in a new program by 1998.
- All other States will have begun efforts to implement a new school-to-work system with the establishment of new State and local governance mechanisms, providing strategic policy direction, development of curricula and assessment, and significant numbers of school and private sector participation in intensive staff training programs. Every State by 1998 would have at least one local program in operation to serve as a lighthouse for other communities.
- There will be a significant increase in the numbers of employers engaged as full partners in the design and implementation of these systems.

## **VI. BASIC PROGRAM COMPONENTS**

A State or local school-to-work program that is applying for Federal funds must: (1) integrate school-based and work-based learning, (2) integrate academic and vocational learning, and (3) link secondary and postsecondary education. In addition, applicants must incorporate (or show a specific timetable for incorporating) the following basic system components:

- **work-based learning** which includes:
  - paid work experience;
  - a planned program of job training, including tasks which are to be mastered at increasingly higher skill levels and are relevant to a student's career major;
  - workplace mentoring; and
  - instruction in all aspects of an industry or occupation as well as general workplace competencies.
- **school-based learning** which includes:
  - career exploration and counseling in order to help students identify career interests and goals;
  - the opportunity to select a career major (a coherent set of courses or field of study that prepares students for employment in broad occupational areas) and can lead to a post-secondary degree;
  - a program that meets high academic-content standards; and,
  - periodic evaluations to identify academic strengths and weaknesses and the need for additional learning opportunities to master core academic skills.
- **connecting activities** to bridge school-based and work-based learning, which would include:
  - matching students with employers' work-based learning opportunities;
  - serving as a liaison between the employer, school, parent, and student; and,
  - providing technical assistance and services in designing work-based learning components; case-managing participating students; and training teachers, mentors, and counselors.

### **Outcomes**

Successful completion of the school-to-work program will lead to a high school diploma; a skill certificate; and either a first job on a career-track, college admission, or further training -- such as entry into a registered-apprenticeship program. The skill certificate will be a portable, industry-recognized credential that certifies

competency and mastery.

### **Federal Grants to States and Localities**

This initiative allows States and localities to "come on line" at different points in time depending on their readiness to undertake broad-scale change. This approach involves the use of **Development Grants** and **Implementation Grants**.

- **Development grants** will be provided in October 1993 to all States to commence activities that precede actual implementation. The purpose of these grants is to provide start-up funds for States to plan and begin efforts leading to comprehensive State-wide school-to-work systems.
- **Implementation grants** are envisioned for States that are ready to begin operation of a new school-to-work system. These grants are to be awarded on a competitive basis in "waves," starting with the States that already are set for reform. State applications prepared as a result of the development grants will go through an intensive review and approval process to be conducted by teams of government and independent experts and to be modelled after the Statewide Systems Initiative (SSI) administered by the National Science Foundation. In addition, the Federal government would launch an aggressive technical assistance effort to help all States plan and implement comprehensive reform efforts.

In addition to showing how the State will meet the basic program elements and required outcomes, the application must also address how the State will ensure equal opportunity for access to economically disadvantaged students, low-achieving students, dropouts, and students with special needs. States must also identify how they will use other Federal and State resources to implement their school-to-work program, and how they will link to ongoing school reform and workforce development processes already going on in their States.

- **Local Program Grants** are for communities that are prepared to undertake a school-to-work transition program, but are in States not yet ready for implementation. Funds will be available to finance a limited number of local programs on a competitive basis until their States begin implementation.
- **High Poverty Grants.** There are substantial challenges

and costs in building an effective system in urban and rural areas characterized by high unemployment and poverty. Activities in these areas will be crucial to promoting an equitable and universal system. Therefore, additional resources will be targeted to these high poverty communities and awarded in a separate competitive process.

- **National Programs.** While it is inappropriate for the Federal Government to build a school-to-work system through a top-down Federally-mandated solution, a strong Federal presence can help speed up and improve school-to-work systems across the Nation. For example, the Federal government can help States and localities combine funds from several Federal sources for one crosscutting program, figure out how to help young people gain and keep high quality jobs, share learning across communities to promote better and faster results, and build evaluation and feedback systems.

## VII. WAIVERS

Granting waivers to States will provide an additional strategy for more quickly bringing the school-to-work system to a meaningful scale. Therefore, the Departments will grant waivers of provisions in a number of Federal education and job training programs (such as the Job Training Partnership Act, the Carl D. Perkins Vocational Education and Applied Technology Education Act, and the Elementary and Secondary Education Act).

The waivers will encourage States to develop and implement school-to-work programs and coordinate between this new effort and existing programs. For example, it may be beneficial to waive the requirement that now limits JTPA's Summer Youth program to the summer or vacation period and to extend it into the school year. Or, States may want to seek a waiver to local grant application requirements under the Perkins Vocational Education Act to permit more flexibility for Federal vocational education funds to be used on school-to-work activity.

States will be required to identify statutory provisions in the relevant legislation that impede their abilities to implement the school-to-work system. Waivers will not be granted to any provision affecting a program's essential purposes/goals, eligibility, allocation of funds, or safeguards. All States will have the opportunity to apply for waivers; the Departments may grant a waiver if they are satisfied that a State is making progress towards starting an approved school-to-work system (see Attachment 6 for additional information on waivers).

**STATE YOUTH APPRENTICESHIP CONSORTIUM MEMBERS**

Arkansas  
California  
Georgia  
Illinois  
Indiana  
Iowa  
Kansas  
Maine  
Michigan  
Minnesota  
New Jersey  
New York  
Oklahoma  
Oregon  
Pennsylvania  
South Carolina  
Texas  
Vermont  
Wisconsin

**CONGRESSIONAL SPONSORS OF  
SCHOOL-TO-WORK LEGISLATION**

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James M. Jeffords (R-VT)  
Mark O. Hatfield (R-OR)

**EMPLOYERS  
INVOLVED IN SCHOOL-TO-WORK ACTIVITIES**

**Arkansas**

Area VI Arkansas Department of Health  
Arquest Inc.  
Baldor Electric  
Baptist Medical Center  
Great Lakes Chemical  
K-Mart  
Metalworking Connection, Inc.  
Poulan Weed Eater  
SMI Steel of Arkansas  
Southwest Arkansas Development Council  
Tyson Foods Inc.  
Washington Regional Medical Center

**California**

Agnew & Brusavich  
Apple Computers  
Bank of America  
California Offset Printers  
Cedar Sinai  
Green Light Productions  
Hewlett-Packard  
Kaiser Permanente  
Latco Technology  
Las Virgenes Unified School District  
Pacific Bell  
Pacific Telesis Group  
Printing Industries of Southern California  
Shell Oil  
Slater, Slater & Kiesel  
Sutter Health

**Connecticut**

Hamilton Standards  
Union Carbide Corporation

**Delaware**

Delaware Department of Public Instruction

**District of Columbia**

Appalachian Regional Commission  
Human Resources Development Institute

## **Florida**

Siemens

## **Georgia**

Boeing Georgia Inc.  
McDonnell Douglas Corporation  
Northrup Georgia Production Site  
The University of Georgia - College of Education

## **Illinois**

Atwood Industries  
Carus Corporation  
Elco Industries  
Header Die & Tool  
Ingersoll Milling Machine Company  
McDonald's Corporation  
Office of Education, Boone-Winnebago Counties  
Peoria Chamber of Commerce  
Pfauter-Maag Cutting Tools  
Rockford Spring Company  
Sears/Davea Projects  
Sears, Roebuck & Co.  
Southern Illinois University at Carbondale

## **Iowa**

Kirkwood Community College

## **Kentucky**

K-Mart  
Kroger Food Stores  
Liberty National Bank

## **Maine**

Blue Cross Blue Shield  
Brighton Medical Center  
D&G Machine Products  
Maine Medical Center  
Mercy Hospital  
Nichols-Portland  
Precis Mets, Inc.  
UNUM Life Insurance

## **Maryland**

Board of Education of Charles County  
State of Maryland - Workforce Development

**Massachusetts**

Bank of Boston  
Boston City Hospital  
Brigham and Women's Hospital Center  
Federal Reserve Bank of Boston  
Fleet Bank Massachusetts  
Fleet Services  
John Hancock Insurance  
Liberty Mutual Insurance  
Massachusetts General Hospital  
New England Baptist Hospital  
New England Deaconess Hospital  
New England Medical Center  
Polaroid Corporation  
St. Elizabeth Hospital  
State Street Bank and Trust Co.

**Michigan**

A&O Mold and Engine, Inc.  
Bronson Hospital  
Borgess Medical Center  
Donshee Body and Frame  
Ed Shumway Farm  
Exel-Tech Machine Repair  
Gast Manufacturing Corporation  
General Motors  
Grand Rapids Public Schools  
Hanson Mold  
Hurley Medical Center  
J.B. Construction  
Kalamazoo Screw Products  
Liberty Mold  
M&M Motor Mall  
Midwest Die Corporation  
National Auto Auction  
Nichols Heating and Cooling  
Northwestern Michigan College  
Pan-O-Grav, Inc.  
Persons Auto Repair  
Phil Walter's Auto Specialist  
Production Tooling Inc.  
Prototype, Inc.  
Radisson Plaza Hotel  
Satellite Mold Co., Inc.  
Sears, Roebuck and Co.  
Springfield Transmission  
T & I  
TRI-M-Mold, Inc.  
Tidey Motor Sales  
Triple "C" Company

Weldun International  
Upjohn Company

### **Minnesota**

Blount Inc.  
Center for School Change  
Cybex  
Gandy Company  
Honeywell  
IBM Corporation  
Marcon Coatings, Inc.  
Mustang Manufacturing Company, Inc.  
Precision Tools  
SPX Corporation  
TSI Incorporated  
Viracon, Inc.  
Wenger Corporation

### **Nevada**

Sierra Nevada Job Corps Center

### **New Hampshire**

Continental Microwave & Tool Co.

### **New Jersey**

Hudson County Area Vocational-Technical Schools  
New Jersey School Boards Association  
Perth Amboy Public School  
State of New Jersey -- Department of Higher Ed

### **New York**

Anitec Imaging  
Delaware-Chenango-Madison-Otsego BOCES  
East Islip High School  
IBM  
Lewis A. Wilson Technological Center  
Lourdes Hospital  
National Association for Industry-Education Cooperation  
National Child Labor Committee  
New York Legislative Committee on Skills Development  
New York State Occupational Education Equity Ctr.  
Security Mutual Life Insurance Co. of New York  
The Raymond Corporation  
Binghamton General Hospital

**North Carolina**

Albach & Conner Builders  
 Alward Masonry Contractors, Inc.  
 American Culinary Federation, Carolina Chapter  
 Barnes Masonry  
 Bass Air Condition, Inc.  
 Bill's Paint and Body Shop  
 Broyhill Furniture Industries, Inc.  
 Burrage Enterprises, Inc.  
 C.M. Allmon Masonry  
 Charlotte Machine Shop  
 City of High Point Parks and Recreation  
 Cranford Woodcarving, Inc.  
 Electronic Sound & Equipment  
 First Line Plumbing Company  
 GNJAC  
 Gautier's Saw Shop  
 Griffin Contractors, Inc.  
 Harpe and Moore Eye Center  
 Home Builders Association  
 IV S Metal Stamping, Inc.  
 Interroll Corporation  
 J. Dobbin Bailey, Inc.  
 Kay and Sons Woodworks, Inc.  
 Liberty Precision Tool Company  
 Liverman Machine Company  
 MGM Construction Company, Inc.  
 Macoser, Inc.  
 Maiden Hardware & Garden Supply, Inc  
 Melvin C. Harwood Contractor  
 New Bern Golf and Country Club  
 Piedmont Carving Company, Inc.  
 S & S Mechanical Company, Inc.  
 Sanderson Masonry  
 Sears Roebuck, Inc.  
 Smith & Son, Inc.  
 Southern Devices, Inc.  
 Thomasville Furniture Industries, Inc.  
 Tom Myers Construction Company  
 Wal-Mart Pharmacy  
 Widenhouse Masonry

**Ohio**

Applied Technetronics  
 City of Toledo Traffic Engineering  
 Fluid Concepts Inc.  
 Intelicon Company  
 Kolb Welding  
 Midwest Fluid Power Company  
 Ort Tool & Die Company

Proctor & Gamble

**Oklahoma**

American Airlines  
Baker Oil Tools  
Hilti Inc.  
T.D. Williamson, Inc.  
Webco Industries, Inc.  
Yuba Heat Transfer

**Oregon**

Decision Research  
First Interstate Bank  
Marriott Hotel  
Medix Ambulance Service, Inc.  
Mill Tech  
Nationwide Insurance  
Smith Sheet Metal, Inc.  
Wacker Siltronic

**Pennsylvania**

Able Tool Co.  
Advanced Graphics Equipment  
Aluminum Company of America  
Arc Manufacturing Company, Inc.  
Ay Macine Tool and Die Co.  
B&B Machine, Inc.  
Bachle Welding & Machine Shop  
Bauer, Inc.  
Billet Tool Co.  
Caterpillar Inc.  
JBracalente Manufacturing Company  
CRIS-MOR Machine, Inc.  
Chelsea Building Products  
Cook Specialty Company  
Daniel May Macine Shop  
Dohan Manufacturing Co., Inc.  
Donsco, Inc.c  
Dura-Metal Products Corp.  
Ephrata Tool, Inc.  
Extrude Hone Corporation  
Flinchbaugh Engineering, Inc.  
Foranne Manufacturing Company  
Garrod Hydraulics, Inc.  
Gemel Precision Tool Company, Inc.  
General Weldments, Inc.  
George A. Hines Machine Company  
Haskel of Pittsburgh  
Hopkins Machine Co.

Hunt Engineers & Architects  
 Ideal Profile Grinding  
 Industrial Modernization Center  
 J.H. Machine Tool

Grumman  
 Jack Garner and Sons Welding  
 Jackson and Heit Machine Company  
 JATCO  
 Ideal Profile Grinding  
 Industrial Modernization Center  
 J. H. Machine Tool  
 JATCO  
 Jack Garner and Sons Welding  
 Jackson and Heit Machine Company  
 Jennison Corporation  
 Keystone Friction Hinge  
 Kruse Tool and Die, Inc.  
 Lycoming County Solid Waste Department  
 Machined Products Co.  
 Metco Manufacturing Company  
 N.W. Controls, Inc.  
 Norcen Industries Inc.  
 PMF Industries  
 Painter Tool Co.  
 Penn DOT-Commonwealth of PA  
 Proctor & Gamble  
 Progressive Design and Machine Co.  
 Rainbow Machine Products  
 Red Lion Controls  
 SPS Technologies  
 STM Company  
 Scheirer Machine  
 Schroeder Industries  
 Small Castings  
 Southern Diecasters  
 Special Vocation Education Services - Pennsylvania  
 Susquehanna Metal Products  
 Tampella Power  
 Textron Lycomig  
 Uniform Tubes  
 Union Pacific Corporation  
 Universal Auto Radiator  
 Universal Machine  
 USX Corporation  
 Vallorbe Jewel Co.  
 Williamsport Pattern Works, Inc.  
 Wilsey Tool Company

### **Rhode Island**

Woonsocket Area Vocational-Technical Facility

**South Carolina**

Ahlstron Process Equipment, Inc.  
 Blue Ridge Electric Cooperative, Inc.  
 Charleston County School District  
 Midlands Technical College  
 NCR  
 Ryobi Motor Products Corporation

**Tennessee**

Shelby County Schools

**Texas**

Greater Austin Chamber of Commerce

**Vermont**

Engleberth Construction  
 Fishman's  
 General Electric  
 IBM  
 McAuliffs Office Supplies  
 National Life Insurance  
 New England Culinary Institute  
 New England Telephone  
 Pizzagalli Construction  
 Simmons Percision/BF Goodrich  
 Vermont Heating and Ventilating  
 Vermont Republic Industries  
 Vermont Technical College  
 Wright and Morrissey Constructions

**Virginia**

Educational Research Service  
 Mobil Corporation  
 Virginia Tech - Division of Vocational & Technical Education

**West Virginia**

Appalachian Log Structure  
 Compton Construction Company  
 Marshall University - College of Education  
 One Valley Bank  
 Pacific Encore  
 Princeton Community Hospital  
 West Virginia Water Company

**Wisconsin**

Banta Corporation  
Menasha Corporation - Mid American Division  
Nenah Printing Division/Menasha Corporation  
Northwestern Colorgraphics  
Outlook Graphics Corporation  
Serigraph  
Wisconsin Power & Electric

## STATE & LOCAL IMPLEMENTATION SCHEDULE

| Oct<br>1993 | July<br>1994 | July<br>1995 | July<br>1996 | July<br>1997 | July<br>1998 | July<br>1999 | July<br>2000 | July<br>2001 | July<br>2002 |
|-------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|
|-------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|

### State Development Grants

Wave I States



Wave II States



Wave III States



Wave IV States



### State Implementation Grants

Wave I States



Wave II States



Wave III States



Wave IV States



### Local Implementation Grants

Wave II States



Wave III States



Wave IV States



**EXISTING SCHOOL-TO-WORK PROGRAMS****Youth Apprenticeship**

Youth apprenticeship programs link school and work-related learning by integrating academic instruction with work-based learning and work experience. In addition to teaching skills for a specific job and general "employability skills," youth apprenticeships aim to enhance academic learning and foster positive attitudes toward work -- including working as an adult in an adult workplace. Adult mentors guide students' experiences on the job, and students often rotate from job to job at the worksite to obtain a broad view of related occupations and skills.

Youth apprenticeships have strong employer involvement and formal worksite learning, usually provide an employer-based certificate of occupational skills mastery, and integrate academic and vocational education.

Approximately 3,000 students are participating in such programs.

**Tech-Prep**

In 1990, Congress created the Tech-Prep program as part of the reauthorization of the Carl D. Perkins Vocational and Applied Technology Education Act. Tech-Prep programs have the following characteristics:

- A Tech-Prep program is typically a four-year program of study that links the last two years of high school with two years of postsecondary education (usually provided by a community or technical college) or with at least two years of apprenticeship.
- It involves a planned sequence of study in a technical field and requires a formal agreement between the secondary and postsecondary education institutions involved in the program.
- Integration of academic and occupational learning is central to the program.
- Students completing the program receive either an Associate degree or an occupational certificate.

Tech-Prep education differs from youth apprenticeship in that employer involvement and work-based learning are not requirements of Tech-Prep education.

There are about 100,000 students in 1,200 programs in all the States.

### **Co-op Education**

Cooperative education (Co-op) is a longstanding program in both high school and postsecondary education. Like youth apprenticeship programs, Co-op education provides paid work experience linked to the occupational education programs students are pursuing. As with youth apprenticeship, the student works on the job part-time and attends classes the remainder of the week.

Several features of exemplary youth cooperative education programs have been identified, which also typify outstanding apprenticeship programs:

- Agreement among employers, students, and schools on specific training plans that detail general and specific skills Co-op students are to acquire;
- Selection of employers who can provide training in fields with potential for career advancement; and
- School staff's close supervision of students at work sites.

Co-op education typically has strong employer involvement and integration of academic and vocational education, but little technical focus. High school Co-op programs generally have no connection to postsecondary education.

Approximately 430,000 students are involved in such programs.

### **Career Academies**

Career academies are "schools within schools" that blend applied academics, workplace exposure, career counseling, and vocational courses in a highly-structured program with an occupational focus.

Career academies typically have strong employer involvement, offer a good model of the integration of academic and vocational education, and prepare students for further postsecondary education, but have little formal work-based learning and do not lead to certification or to an associate degree.

There are approximately 8,000 students enrolled in career academies.

### **School-to-Apprenticeship**

These programs involve high school seniors in formal, paid on-

the-job training and in related classroom instruction. Upon graduation, students enter full-time, paid, registered apprenticeships and typically do not pursue postsecondary education. In many cases, students gain advanced standing toward their journeyperson level by entering their registered-apprenticeship program while still in high school.

There are 2,500 students participating in over 400 school-to-apprenticeship programs.

**WAIVERS****Background**

Funds which are appropriated under the school-to-work legislation will be considered "venture capital." They will decrease over a period of years, and are relatively small when compared with amounts spent annually on education and training. Therefore, widespread implementation of the school-to-work initiative will require that States and localities identify and utilize other funds to support school-to-work programs -- Federal funds other than those appropriated for the school-to-work legislation, as well as State and local resources.

**Waiver Provisions in Current Draft of Legislative Proposal**

To facilitate the use of Federal funds in the implementation of school-to-work programs, waivers of certain statutory and regulatory requirements will be permitted under certain circumstances.

The draft bill does the following:

- lists the programs that are subject to the waiver authority (selected programs under the Elementary and Secondary Education Act, the Carl Perkins Vocational Education and Applied Technology Act, and the Job Training Partnership Act).
- permits the appropriate Secretary to issue waivers to States that will accelerate their school-to-work plans.
- describes the conditions that must be met for a waiver to be approved, including:
  - Secretary's determination that a program provision impedes a State's ability to carry out the purposes of school-to-work legislation;
  - State waiver, or agreement to waive, similar requirements in State law; and
  - State must offer to the local partnership (and, in the case of a Department of Education waiver, to local educational agencies) an opportunity to comment on the proposed waiver.
- provides that waivers will not be permitted for the following requirements related to certain basic principles of the affected programs:

- For the Department of Education, requirements related to the distribution of funds to the State or to local education agencies; maintenance of effort; comparability of services; and the equitable participation of students attending private schools.
- For the Department of Labor, requirements related to purposes of the affected program, eligibility of an individual for participation; allocation of funds; prohibitions on construction of buildings; and maintenance of effort.
- allows waivers for a five-year period.
- permits termination of a waiver if the appropriate Secretary finds that performance affected by the waiver does not justify continuation.

### **Examples of Potential Waivers**

#### **Department of Labor**

- JTPA Summer Youth Employment and Training Program: The Act limits summer youth funds to the summer or vacation period. A waiver of this time-limit requirement would provide greater flexibility for these funds to be used during the school year in school-to-work programs.
- JTPA State Set-aside for Education Coordination: This provision provides that 80 percent of a State's set-aside funds for education must be used for participants and 20 percent may be used for coordination activities. In the initial stages of a school-to-work initiative, more than 20 percent of these funds might be needed for coordination and development. A waiver could help achieve this.

#### **Department of Education**

- Perkins Act Tech-Prep Education Program: A waiver to the consortia requirement would permit States to require that employers, labor organizations, and other appropriate parties be added as equal partners with secondary and postsecondary education to consortia eligible to receive Tech-Prep funds. This would make it possible for a Tech-Prep consortium to serve as the school-to-work partnership.
- Perkins Act Local Applications: Waiving some of the requirements for local grant applications would permit more flexibility for funds to be used on school-to-work activities.



The United States Department of Education  
The United States Department of Labor



AUG 4

The Honorable Thomas S. Foley  
Speaker of the House of Representatives  
Washington, D.C. 20515

Dear Mr. Speaker:

Enclosed for the consideration of the Congress is a bill, entitled the "School-to-Work Opportunities Act of 1993," to establish a national framework for the development of a School-to-Work Opportunities system in every State. This initiative would provide American youth with the knowledge and skills necessary to make an effective transition from school to a first job in a high-skill, high-wage career.

The United States is the only industrialized nation without a system for helping youth make the transition from school to the workplace. That puts our young people, our businesses, and our Nation at a disadvantage. Our competitors overseas take pains to ensure that their non-college-bound youth enter the workplace with skills their businesses need, skills that lead to good jobs. We do not. Our young people receive little guidance about, or exposure to, the career options available to them. They receive little preparation for high-skill, high-wage jobs. That is why many of the 75 percent of our youngsters going to work without college degrees spend 5 to 10 years bouncing from one dead-end job to another before settling into a career track.

Our proposal would turn that around. It would offer "venture capital" to States and communities to build bridges from school to work through programs that provide students with an integrated array of learning experiences in the classroom and at the worksite. In order to ensure that students receive these learning experiences, all School-to-Work Opportunities programs would contain three core components:

- o Work-based learning that provides students with a planned program of job training and experiences in a broad range of tasks in an occupational area as well as paid work experience and workplace mentoring.
- o School-based learning that includes a coherent multi-year sequence of instruction --typically beginning in the eleventh grade and ending after at least one year of postsecondary education -- tied to high academic and skill standards as proposed in the "Goals 2000: Educate America Act."

- o Connecting activities, to ensure coordination of the work- and school-based learning components of a School-to-Work Opportunities program, such as providing technical assistance in designing work-based learning components, matching students with employers' work-based learning opportunities, and collecting information on what happens to students after they complete the program.

By completing a school-to-work program, a student would earn a high school diploma, a diploma or certificate from a postsecondary institution, if appropriate, and a portable, industry-recognized credential certifying competency and mastery in an occupational area. In addition, these students would be ready to take on a first job on a career track and pursue further education and training.

Broad-based partnerships in States and communities are needed to create the School-to-Work Opportunities programs. Without such partnerships, real and lasting change will be difficult to achieve. That is why this proposal promotes the active participation of employers, educators, workers, civic leaders, parents, and policy makers. These partners need not start from scratch, but can build on promising tech prep programs, career academies, youth apprenticeships, and other promising efforts already under way. It encourages a multiplicity of approaches and recognizes that many states and communities have already begun to build bridges between school and work.

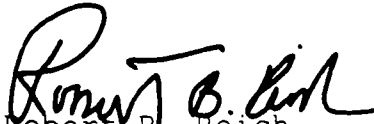
Our proposal is not a top-down, one-size-fits-all Federal solution, but an effort to stimulate State and local creativity through three intertwined mechanisms: (1) development grants for every State to design a detailed strategy for implementing a comprehensive School-to-Work Opportunities system; (2) implementation grants for States ready to begin operation of its new school-to-work system; and (3) waivers of certain statutory and regulatory provisions from other Federal job training and education programs that may impede a State's or community's ability to implement its School-to-Work Opportunities program. Implementation grants will be awarded on a competitive basis in "waves" so that lessons from the leading-edge States will inform the efforts of others.

In addition, the bill would authorize support for some Federal grants to local communities. Some of these grants will be for communities that are prepared to implement a School-to-Work Opportunities program, but that are in States not yet ready for implementation. The other grants will be for urban and rural areas characterized by high unemployment and poverty, to give these areas special support to help overcome the substantial challenges they may face in building effective School-to-Work Opportunities programs.

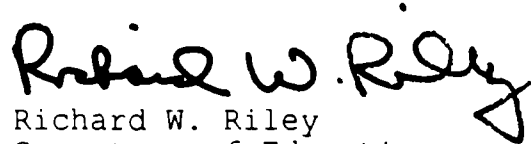
It is urgent that we move forward quickly on this initiative. As we begin constructing School-to-Work Opportunities systems, our international competitors not only already have such systems, but they are moving to strengthen them. It will not be enough for us to catch up with them. We must create bridges that will enable our young people and our businesses to leapfrog the competition. We urge the Congress to give the bill prompt and favorable consideration.

The Office of Management and Budget advises that there is no objection to the transmittal of this bill to the Congress and that its enactment would be in accord with the program of the President.

Sincerely,



Robert B. Reich  
Secretary of Labor



Richard W. Riley  
Secretary of Education

Enclosures

**STATEMENT IN EXPLANATION OF  
THE SCHOOL-TO-WORK OPPORTUNITIES ACT OF 1993**

The School-to-Work Opportunities Act of 1993 would establish, through a program of grants and waivers of certain Federal requirements, a national framework for the development of School-to-Work Opportunities systems in all States in order to help youth make the transition from school to the workplace. States and communities would use Federal funds as venture capital to catalyze the formation of School-to-Work Opportunities programs, dedicated to linking the worlds of school and work among secondary and postsecondary education institutions, private and public employers, labor organizations, government, community groups, parents, and students.

The School-to-Work Opportunities program would be administered jointly by the Secretaries of Labor and Education in a manner that affords a substantial degree of State and local discretion in establishing and implementing comprehensive, statewide school-to-work systems that are founded on certain basic components and provide, at a minimum, certain outcomes.

**SECTION-BY-SECTION ANALYSIS**

Section 1 provides a short title and a table of contents.

Section 2 and section 3 contain the findings, purposes, and intent of Congress in enacting the bill.

Section 4 provides definitions for the fundamental terms used in the bill.

Section 5, subsection (a), provides that notwithstanding the Department of Education Organization Act, 20 U.S.C. 3401 et seq., the General Education Provisions Act, 20 U.S.C. 1221 et seq., the statutory provisions regarding the establishment of the Department of Labor, 29 U.S.C. 551 et seq., and section 166 of the Job Training Partnership Act, 29 U.S.C. 1576, the Secretaries shall jointly administer the Act, and may issue whatever procedures, guidelines, and regulations, in accordance with 5 U.S.C. 553, they deem necessary and appropriate to administer and enforce the provisions of this Act. Subsection (b) provides specifically that section 431 of the General Education Provisions Act, 20 U.S.C. 1232, pertaining to rule-making procedures applicable to the Department of Education, shall not apply to any programs under this Act. Section 5 would provide the Secretaries the flexible administrative authority they need to jointly implement programs under this Act on a timely and effective basis.

#### **TITLE I—SCHOOL-TO-WORK OPPORTUNITIES BASIC PROGRAM COMPONENTS**

Section 101 contains the general requirements of a School-to-Work Opportunities program under the Act, which are that all programs shall: (1) integrate work-based and school-based learning; (2) provide a student with the opportunity to complete a career major; and (3) incorporate the basic program components provided by sections 102 through 104.

Section 102 provides that the work-based learning component of a School-to-Work Opportunities program shall include: (1) a planned program of job training and experiences; (2) paid work experience; (3) workplace mentoring; (4) instruction in general workplace competencies; and (5) broad instruction in a variety of elements of an industry.

Section 103 provides that the school-based learning component of a School-to-Work Opportunities program shall include: (1) career exploration and counseling; (2) a career major; (3) a program of study designed to meet challenging academic standards and the requirements necessary to earn a skill certificate; and (4) regularly scheduled student evaluations.

Section 104 provides that the connecting activities component of a School-to-Work Opportunities program shall include: (1) matching students with work-based learning opportunities; (2) serving as a liaison among the employer, school, teacher, parent, and student; (3) providing technical assistance and services in designing work-based learning components and counseling and case management services, and in training teachers, mentors, and counselors; (4) providing post-program assistance to students; (5) collecting and analyzing information regarding post-program outcomes of students; and (6) linking youth development activities under this Act with employer strategies for upgrading the skills of their workers.

**TITLE II—SCHOOL-TO-WORK OPPORTUNITIES SYSTEM DEVELOPMENT  
AND IMPLEMENTATION GRANTS TO STATES**

### **Subtitle A—State Development Grants**

Section 201 provides that the purpose of subtitle A is to assist States in planning and developing comprehensive, statewide School-to-Work Opportunities systems.

Section 202, subsection (a) provides that States may apply for development grants to the Secretaries of Labor and Education, and that the Secretaries may award a grant in such amount as they determine necessary, not to exceed \$1,000,000 in any fiscal year, for a State to complete planning and development of a comprehensive, statewide School-to-Work Opportunities system.

Subsection (b) of section 202 sets forth the required contents of a State application for a development grant as follows: (1) a timetable and an estimate of funding needed to complete the necessary planning and development to implement a comprehensive, statewide system; (2) a description of the manner in which key State officials will collaborate with each other in developing the State system; (3) a description of the procedure for actively involving employers and various interested groups and organizations in developing School-to-Work Opportunities programs; (4) a description of the method by which the State will coordinate its planning activities with any local School-to-Work Opportunities program that has received a direct implementation grant under title III; (5) the designation of a fiscal agent to receive and be accountable for funds; and (6) such other information as the Secretaries may require.

Subsection (c) of section 202 provides that funds awarded shall be expended only for activities to develop a statewide School-to-Work Opportunities system, and that such activities may include: (1) identifying or establishing State structures to administer the School-to-Work Opportunities system; (2) establishing broad-based partnerships; (3) developing a marketing plan; (4) promoting the active involvement of business in planning and developing local School-to-Work Opportunities programs; (5) supporting local planning and development activities; (6) initiating pilot programs for testing key components of State program designs; (7) developing a State process for issuing skill certificates; (8) designing challenging curricula; (9) developing a labor market analysis system; (10) analyzing post high school experiences of recent graduates and dropouts; and (11) preparing the plan required for submission of an application for an Implementation Grant.

#### **Subtitle B—State Implementation Grants**

Section 211 provides that the purpose of this subtitle is to assist States in the implementation of a comprehensive, statewide School-to-Work Opportunities system.

Section 212, subsection (a) provides that a State may apply for an implementation grant by submitting an application that contains a State plan that meets the minimum content requirements contained in subsection (b); describes how the State will allocate funds under this Act to local School-to-Work Opportunities partnerships; includes a request for waivers if the

State decides to submit one; and includes any other information required by the Secretaries.

Subsection (b) of section 212 provides that a State School-to-Work Opportunities plan must contain: (1) a designation of geographical areas to be served by partnerships, which to the extent feasible shall reflect local labor market areas; (2) a description of how the State will stimulate and support local School-to-Work Opportunities programs that meet the requirements of this Act, and how the State's system will be expanded over time to cover all geographic areas in the State; (3) a description of how the key State officials will collaborate with each other in the implementation of the State's School-to-Work Opportunities system; (4) a description of the procedure to be used in actively involving employers and various interested groups and organizations in the School-to-Work Opportunities system; (5) a description of how the State School-to-Work Opportunities system will coordinate the use of education or training funds from State or private sources and other Federal programs; (6) a description of the resources, including private sector resources, that the State intends to employ in maintaining the School-to-Work Opportunities system; (7) a description of how the State will ensure that all students have opportunities to participate in School-to-Work Opportunities programs; (8) a description of how the State will ensure that young women will have opportunities to participate in School-to-Work Opportunities programs in a manner leading to employment in high-performance,

high-paying jobs, including jobs in which women traditionally have been under-represented; (9) a description of how the State will ensure that low achieving students, students with disabilities, and former students who have dropped out of school will have opportunities to participate in School-to-Work Opportunities programs; (10) a description of a process for assessing the skills and knowledge required in career majors, and awarding skill certificates that take into account the work of the National Skill Standards Board; (11) a description of the manner in which, to the extent feasible, the State will continue and incorporate local programs funded under section 302; (12) a description of the performance standards the State intends to meet; and (13) a designation of a fiscal agent.

Subsection (c) of section 212 provides that the Secretaries shall submit each application to a peer review process and determine whether to approve the State's School-to-Work Opportunities plan, and, if such determination is affirmative, further determine whether to take one or a combination of the following actions: (1) award an implementation grant; (2) approve the State's waiver request, if any; and (3) inform the State of the opportunity to apply for further development funds, except that further development funds may not be awarded to a State that receives an implementation grant.

Subsection (d) of section 212 provides that the Secretaries shall establish the minimum and maximum amounts to be awarded for implementation grants, and shall determine the amount granted to

a particular State based on criteria such as scope and quality of the plan and number of projected program participants.

Subsection (e) of section 212 provides that funds awarded may be expended by a State only for activities to implement the State's system, including such activities as: (1) recruiting and assisting employers; (2) conducting outreach; (3) training teachers, employers, workplace mentors, counselors, and others; (4) providing labor market information to partnerships; (5) designing or adapting model curricula that can be used to integrate academic and vocational learning, school-based and work-based learning, and secondary and postsecondary education; (6) designing or adapting model work-based learning programs and identifying best practices; and (7) conducting outreach activities and providing technical assistance to other States that are developing or implementing School-to-Work Opportunities systems.

Subsection (f) of section 212 provides that a State shall award subgrants to partnerships totalling no less than 65 percent of the sums awarded to it under this section in the first year, 75 percent of such sums in the second year, and 85 percent thereafter.

Paragraph 1 of subsection (g) of section 212 provides that a partnership may apply for a State subgrant by submitting an application that: (1) describes how the program would include the basic program components and otherwise meet the requirements of title I of this Act; (2) sets forth measurable program goals and

outcomes; (3) describes the local strategies and timetables to provide School-to-Work Opportunities program opportunities for all students; and (4) provides such other information as the State may require.

Paragraph 2 of subsection (g) of section 212 provides that funds shall be expended by a partnership only for activities to carry out School-to-Work Opportunities programs as defined in the Act, and that such activities may include: (1) recruiting and assisting employers in providing the work-based learning components; (2) establishing consortia of employers; (3) supporting or establishing intermediaries; (4) designing or adapting school curricula that can be used to integrate academic and vocational learning, school-based and work-based learning, and secondary and postsecondary education; (5) providing training to work-based and school-based staff; (6) establishing a graduation assistance program to assist at-risk and low-achieving students in graduating from high school, enrolling in postsecondary education or training, and finding or advancing in jobs; (7) conducting or obtaining local labor market analysis; (8) integrating work-based and school-based learning into existing job training programs for youth who have dropped out of school; (9) establishing or expanding school-to-apprenticeship programs in cooperation with registered apprenticeship agencies; and (10) assisting participating employers in identifying and training workplace mentors and developing work-based learning components.

### TITLE III—FEDERAL IMPLEMENTATION GRANTS TO PARTNERSHIPS

Section 301 provides that it is the purpose of this title to authorize the Secretaries to award competitive grants to partnerships in States that have not received an implementation grant in order to provide funding for communities that are ready to begin implementing a local School-to-Work Opportunities system. Section 301 also provides that it is the purpose of this title to authorize the Secretaries to award competitive grants to implement School-to-Work Opportunities programs in high poverty areas of urban and rural communities.

Section 302, subsection (a) provides that the Secretaries may award School-to-Work Opportunities implementation grants to partnerships in a State that has not received an implementation grant under section 212, according to competitive criteria established by the Secretaries.

Subsection (b) of section 302 provides that a partnership may apply directly to the Secretaries for an implementation grant after first submitting the application to the State for review and comment.

Subsection (c) of section 302 provides that the grant application shall include a local plan that: (1) describes how the partnership will meet the requirements of this Act; (2) includes the State's comments, if any; (3) contains information that is consistent with the content requirements for a State plan that are specified in section 212(b)(4) through (10);

(4) designates a fiscal agent; and (5) provides other information the Secretaries may require.

Subsection (d) of section 302 provides that the Secretaries shall not award a grant to a partnership in a State that has an approved plan unless the Secretaries determine, after consultation with the State, that the plan submitted by the partnership is in accord with the approved State plan.

Subsection (e) of section 302 limits the expenditure of funds awarded under this section to activities undertaken to implement a program under the Act, including the activities specified under section 212(g)(2).

Section 303, subsection (a) provides that from the funds reserved under section 505(b), the Secretaries shall award grants for programs in high poverty areas (except that a grant shall not be awarded to a program unless it is in accord with approved State and local plans, if any) in order to provide support for a comprehensive range of education, training, and support services for youth residing in such areas.

Subsection (b) of section 303 defines the term "high poverty area" as an urban census tract, a nonmetropolitan county, a Native American Indian reservation, or an Alaska native village, with a poverty rate of 30 percent or more, as determined by the Bureau of the Census.

Subsection (c) of section 303 provides that funds awarded under this section may be expended for activities such as those that support school-based job specialists to assist students in

obtaining employment, and that recruit employers and assist them to develop work based learning opportunities for students.

Subsection (d) of section 303 provides that funds available under this section may be awarded in combination with funds appropriated for the Youth Fair Chance Program.

#### **TITLE IV—NATIONAL PROGRAMS**

Section 401 (a) provides that the Secretaries shall conduct research and development, and establish a program of experimental and demonstration projects that will further the purposes of this Act. Subsection (b) states that funds available under the Act may also be used for programs or services that are appropriately administered at the national level and that will operate in, or benefit more than, one State.

Section 402 provides that the Secretaries, in collaboration with the States, shall establish a system of performance measures to assess and evaluate State and local programs, including assessing the outcomes of participating students.

Section 403 provides that the Secretaries: (1) shall work in cooperation with the States, employers and their associations, schools, labor organizations, and community organizations to increase their capacity to develop and implement effective School-to-Work Opportunities programs; (2) will provide training and technical assistance to various groups, including States and partnerships, to improve the quality of services provided under this Act; and (3) may use funds under section 505(c) for the peer

review of State applications and plans under section 212 and applications under title III of this Act.

#### **TITLE V—GENERAL PROVISIONS**

Section 501, subsection (a), provides that a State with an approved plan may ask the Secretaries to waive certain statutory or regulatory provisions to carry out the purposes of the Act. Subsection (b) provides that a partnership that seeks a waiver of any of the laws specified in sections 502 and 503 shall apply to the State, which shall determine whether to submit the application for a waiver to the Secretaries. Subsection (c) provides that a request by a State must meet the criteria contained in section 502 or section 503.

Section 502, subsection (a), provides the factors that the Secretary of Education must consider, when evaluating a State's request for a waiver from laws and regulations administered by the Department of Education. It also contains the requirements that a State must meet when it applies for a waiver, such as providing all participating local educational agencies and partnerships in the State with notice and an opportunity to comment on the State's proposal to seek a waiver. The waivers would be for no more than five years, but may be extended by the Secretary of Education. Subsection (b) identifies the statutes subject to the waiver authority of the Secretary of Education. Subsection (c) lists certain requirements of law that cannot be waived. Subsection (d) provides that the waivers will be periodically reviewed and authorizes their termination if State

or local performance has been inadequate to justify a continuation of the waiver, or the State has failed to waive similar requirements of State law as required or agreed to in accord with section 502(a)(1)(B).

Section 503, subsection (a), provides for waiver authority, similar to that of section 502, for the Secretary of Labor with respect to certain enumerated laws and regulations administered by the Department of Labor. These waivers would also be for no more than five years, but may be extended by the Secretary of Labor. Subsection (b) identifies the statutory provisions subject to the waiver authority of the Secretary of Labor. Subsection (c) lists certain requirements of law that cannot be waived. Subsection (d) provides that the waivers will be periodically reviewed and authorizes their termination if State or local performance has been inadequate to justify a continuation of the waiver, or the State has failed to waive similar requirements of State law as required or agreed to in accord with section 503(a)(1)(B).

Section 504 provides safeguards for the School-to-Work Opportunities programs, including: (1) a nondisplacement provision to protect employees, so they will not be displaced by students participating in the program; (2) a provision prohibiting the impairment of existing contracts for services or collective bargaining agreements; (3) a provision prohibiting the employment of a student under this Act when any other individual is on temporary layoff from the participating employer; (4) a

requirement that students be provided with adequate and safe equipment and a safe and healthful workplace; (5) a provision that nothing in the Act shall be construed to modify or affect any Federal or State law prohibiting discrimination; (6) a prohibition against using funds appropriated under the Act to pay student wages; and (7) such other safeguards as the Secretaries find appropriate.

Section 505 sets forth the authorization of appropriations under the Act, including an appropriation to the Secretaries of \$300 million in fiscal year 1995, and such sums as may be necessary in each of the seven succeeding fiscal years. The Secretaries may reserve up to \$30 million in fiscal year 1995, and such sums as may be necessary in each of the succeeding seven years under this Act, for High Poverty Areas. The funds for High Poverty Areas may be used in conjunction with funds available under the Youth Fair Chance Program, title IV-H of the Job Training Partnership Act (29 U.S.C. 1671, *et seq.*). The Secretaries may also reserve up to \$30 million in fiscal year 1995, and such sums as they may deem necessary in each of the seven succeeding fiscal years, for National Programs. The Secretaries may also reserve up to one quarter of one percent for School-to-Work Opportunities programs under this Act for the territories of the United States, and the Secretaries may reserve up to one quarter of one percent of the funds appropriated in any fiscal year under section 505(a) for School-to-Work Opportunities

programs for Indian youth. Funds obligated in any fiscal year under the Act shall remain available until expended.

Section 506 provides the Secretaries, in carrying out this Act, with the authority to accept gifts and voluntary services.

Section 507 provides that the Act shall take effect on the day of enactment.

# A BILL

To establish a national framework for the development of School-to-Work Opportunities systems in all States, and for other purposes.

1        *Be it enacted by the Senate and House of*  
2        *Representatives of the United States of America in*  
3        *Congress assembled,*

## 4        **SECTION 1. SHORT TITLE; TABLE OF CONTENTS.**

5            (a) SHORT TITLE.—This Act may be cited as the  
6        "School-to-Work Opportunities Act of 1993".

7            (b) TABLE OF CONTENTS.—The table of contents is  
8        as follows:

Sec. 1. Short title; table of contents.  
Sec. 2. Findings.  
Sec. 3. Purposes and Congressional intent.  
Sec. 4. Definitions.  
Sec. 5. Federal administration.

## TITLE I—SCHOOL-TO-WORK OPPORTUNITIES BASIC PROGRAM COMPONENTS

Sec. 101. General program requirements.  
Sec. 102. Work-based learning component.  
Sec. 103. School-based learning component.  
Sec. 104. Connecting activities component.

## TITLE II—SCHOOL-TO-WORK OPPORTUNITIES SYSTEM DEVELOPMENT AND IMPLEMENTATION GRANTS TO STATES

### Subtitle A—State Development Grants

Sec. 201. Purpose.  
Sec. 202. State development grants.

Subtitle B—State Implementation Grants

Sec. 211. Purpose.  
Sec. 212. State implementation grants.

TITLE III—FEDERAL IMPLEMENTATION GRANTS TO  
PARTNERSHIPS

Sec. 301. Purpose.  
Sec. 302. Federal implementation grants to  
partnerships.  
Sec. 303. School-to-work opportunities program grants  
in high poverty areas.

TITLE IV—NATIONAL PROGRAMS

Sec. 401. Research, demonstration, and other projects.  
Sec. 402. Performance outcomes and evaluation.  
Sec. 403. Training and technical assistance.

TITLE V—GENERAL PROVISIONS

Sec. 501. State request and responsibilities for a  
waiver of statutory and regulatory  
requirements.  
Sec. 502. Waivers of statutory and regulatory  
requirements by the Secretary of Education.  
Sec. 503. Waivers of statutory and regulatory  
requirements by the Secretary of Labor.  
Sec. 504. Safeguards.  
Sec. 505. Authorization of appropriations.  
Sec. 506. Acceptance of gifts, and other matters.  
Sec. 507. Effective date.

**SEC. 2. FINDINGS.**

Congress finds that—

(1) three-fourths of America's high school  
students enter the workforce without baccalaureate  
degrees, and many do not possess the academic and  
entry-level occupational skills necessary to  
succeed in the changing workplace;

(2) unemployment among American youth is

1           intolerably high, and earnings of high school  
2           graduates have been falling relative to those with  
3           more education;

4           (3) the American workplace is changing in  
5           response to heightened international competition  
6           and new technologies, and these forces, which are  
7           ultimately beneficial to the Nation, are shrinking  
8           the demand for and undermining the earning power  
9           of unskilled labor;

10          (4) the United States is the only  
11          industrialized nation that lacks a comprehensive  
12          and coherent system to help its youth acquire  
13          knowledge, skills, abilities, and information  
14          about and access to the labor market necessary to  
15          make an effective transition from school to  
16          career-oriented work or to further education and  
17          training;

18          (5) American students can achieve to high  
19          standards, and many learn better and retain more  
20          when they learn in context, rather than in the  
21          abstract;

22          (6) work-based learning, which is modeled  
23          after the time-honored apprenticeship concept,  
24          integrates theoretical instruction with structured  
25          on-the-job training, and this approach, combined  
26          with school-based learning, can be very effective

1 in engaging student interest, enhancing skill  
2 acquisition, and preparing youth for high-skill,  
3 high-wage careers; and

4 (7) Federal resources currently fund a series  
5 of categorical, work-related education and  
6 training programs that are not administered as a  
7 coherent whole.

8 **SEC. 3. PURPOSES AND CONGRESSIONAL INTENT.**

9 (a) PURPOSES.— The purposes of this Act are to—

10 (1) establish a national framework within  
11 which all States can create statewide School-to-  
12 Work Opportunities systems that are integrated  
13 with the systems developed under the Goals 2000:  
14 Educate America Act and that offer young Americans  
15 access to a performance-based education and  
16 training program that will enable them to earn  
17 portable credentials, prepare them for a first job  
18 in a high-skill, high-wage career, and increase  
19 their opportunities for further education;

20 (2) transform workplaces into active learning  
21 components by making employers full partners in  
22 providing high-quality, work-based learning  
23 experiences to students;

24 (3) use Federal funds under this Act as  
25 venture capital, to underwrite the initial costs  
26 of planning and establishing statewide School-to-

1 Work Opportunities systems that will be maintained  
2 with other Federal, State, and local resources;

3 (4) promote the formation, among secondary  
4 and postsecondary educational institutions,  
5 private and public employers, labor organizations,  
6 government, community groups, parents, and  
7 students, of local education and training systems  
8 that are dedicated to linking the worlds of school  
9 and work;

10 (5) help students attain high academic and  
11 occupational standards;

12 (6) build on and advance a range of promising  
13 programs, such as tech-prep education, career  
14 academies, school-to-apprenticeship programs,  
15 cooperative education, youth apprenticeship, and  
16 business-education compacts, that can be developed  
17 into programs funded under this Act;

18 (7) improve the knowledge and skills of youth  
19 by integrating academic and occupational learning,  
20 integrating school-based and work-based learning,  
21 and building effective linkages between secondary  
22 and postsecondary education;

23 (8) motivate youth, especially low-achieving  
24 youth and dropouts, to stay in or return to school  
25 and strive to succeed by providing enriched  
26 learning experiences and assistance in obtaining

1           good jobs; and

2                 (9) further the National Education Goals set  
3           forth in title I of the Goals 2000: Educate  
4           America Act.

5           (b) CONGRESSIONAL INTENT.— It is the intent of  
6   Congress that the Secretary of Labor and the Secretary  
7   of Education jointly administer this Act in a flexible  
8   manner that —

9                 (1) promotes State and local discretion in  
10           establishing and implementing School-to-Work  
11           Opportunities systems and programs; and

12                (2) contributes to reinventing government by  
13           building on State and local capacity, eliminating  
14           duplication, supporting locally established  
15           initiatives, requiring measurable goals for  
16           performance, and offering flexibility in meeting  
17           these goals.

18   **SEC. 4. DEFINITIONS.**

19           As used in this Act—

20                (1) the term "elements of an industry" means,  
21           with respect to a particular industry that a  
22           student is preparing to enter, such elements as  
23           planning, management, finances, technical and  
24           production skills, underlying principles of  
25           technology, labor and community issues, health and  
26           safety, and environmental issues related to that

1 industry;

2 (2) the term "all students" means students  
3 from the broad range of backgrounds and  
4 circumstances, including disadvantaged students,  
5 students of diverse racial, ethnic, and cultural  
6 backgrounds, students with disabilities, students  
7 with limited English proficiency, and academically  
8 talented students;

9 (3) the term "approved State plan" or  
10 "approved plan" means a School-to-Work  
11 Opportunities plan that is submitted by a State,  
12 is determined by the Secretaries to include the  
13 basic program components and otherwise meet the  
14 requirements of this Act, and is consistent with  
15 the State's plan under the Goals 2000: Educate  
16 America Act;

17 (4) the term "career major" means a coherent  
18 sequence of courses or field of study that  
19 prepares a student for a first job and that—

20 (A) integrates occupational and academic  
21 learning, integrates work-based and school-  
22 based learning, and establishes linkages  
23 between secondary and postsecondary  
24 education;

25 (B) prepares the student for employment  
26 in broad occupational clusters or industry

1           sectors;

2           (C) typically includes at least two  
3           years of secondary school and one or two  
4           years of postsecondary education;

5           (D) results in the award of a high  
6           school diploma, a certificate or diploma  
7           recognizing successful completion of one or  
8           two years of postsecondary education (if  
9           appropriate), and a skill certificate; and

10          (E) may lead to further training, such  
11          as entry into a registered apprenticeship  
12          program;

13          (5) the term "employer" includes both public  
14          and private employers;

15          (6) the term "Governor" means the chief  
16          executive of a State;

17          (7) the term "local educational agency" shall  
18          have the same meaning as provided in paragraph 12  
19          of section 1471 of the Elementary and Secondary  
20          Education Act of 1965, 20 U.S.C. 2891(12);

21          (8) the term "partnership" means a local  
22          entity that is responsible for local School-to-  
23          Work Opportunities programs and that consists of  
24          employers, public secondary and postsecondary  
25          educational institutions or agencies, and labor  
26          organizations or employee representatives as

1 defined in section 403(c)(1)(B) of the Goals 2000:  
2 Educate America Act, and may include other  
3 entities, such as non-profit or community-based  
4 organizations, rehabilitation agencies and  
5 organizations, registered apprenticeship agencies,  
6 local vocational education entities, local  
7 government agencies, parent organizations and  
8 teacher organizations, private industry councils  
9 established under the Job Training Partnership  
10 Act, and Federally recognized Indian tribes and  
11 Alaska Native villages;

12 (9) the term "postsecondary education  
13 institution" means a public or private nonprofit  
14 institution that is authorized within a State to  
15 provide a program of education beyond secondary  
16 education, and includes a community college, a  
17 technical college, a postsecondary vocational  
18 institution, or a tribally controlled community  
19 college;

20 (10) the term "registered apprenticeship  
21 agency" means either the Bureau of Apprenticeship  
22 and Training in the U.S. Department of Labor or a  
23 State apprenticeship agency recognized and  
24 approved by the Bureau of Apprenticeship and  
25 Training as the appropriate body for State  
26 registration or approval of local apprenticeship

1 programs and agreements for Federal purposes;

2 (11) the term "registered apprenticeship  
3 program" means a program registered by a  
4 registered apprenticeship agency;

5 (12) the term "Secretaries" means the  
6 Secretary of Education and the Secretary of Labor;

7 (13) the term "skill certificate" means a  
8 portable, industry-recognized credential issued by  
9 a School-to-Work Opportunities program under an  
10 approved plan, that certifies that a student has  
11 mastered skills at levels that are at least as  
12 challenging as skill standards endorsed by the  
13 National Skill Standards Board established under  
14 the Goals 2000: Educate America Act, except that  
15 until such skill standards are developed, the term  
16 "skill certificate" means a credential issued  
17 under a process described in a State's approved  
18 plan;

19 (14) the term "State" means each of the  
20 several States, the District of Columbia, and the  
21 Commonwealth of Puerto Rico; and

22 (15) the term "workplace mentor" means an  
23 employee at the workplace who possesses the skills  
24 to be mastered by a student, and who instructs the  
25 student, critiques the student's performance,  
26 challenges the student to perform well, and works

1 in consultation with classroom teachers and the  
2 employer.

3 **SEC. 5. FEDERAL ADMINISTRATION.**

4 (a) Notwithstanding the Department of Education  
5 Organization Act, 20 U.S.C. 3401 et seq., the General  
6 Education Provisions Act, 20 U.S.C. 1221 et seq., the  
7 statutory provisions regarding the establishment of the  
8 Department of Labor, 29 U.S.C. 551 et seq., and section  
9 166 of the Job Training Partnership Act, 29 U.S.C.  
10 1576, the Secretaries shall jointly provide for the  
11 administration of the programs established by this Act,  
12 and may issue whatever procedures, guidelines, and  
13 regulations, in accordance with 5 U.S.C. 553, they deem  
14 necessary and appropriate to administer and enforce the  
15 provisions of this Act.

16 (b) Section 431 of the General Education  
17 Provisions Act, 20 U.S.C. 1232, shall not apply to any  
18 programs under this Act.

19 **TITLE I—SCHOOL-TO-WORK OPPORTUNITIES**

20 **BASIC PROGRAM COMPONENTS**

21 **SEC. 101. GENERAL PROGRAM REQUIREMENTS.**

22 A School-to-Work Opportunities program under this  
23 Act shall—

24 (1) integrate work-based learning and school-  
25 based learning, as provided for in sections 102

1           and 103;

2           (2) provide a student with the opportunity to  
3           complete a career major as defined in section 4 of  
4           this Act; and

5           (3) incorporate the basic program components  
6           provided in sections 102 through 104.

7       **SEC. 102. WORK-BASED LEARNING COMPONENT.**

8           The work-based learning component of a School-to-  
9       Work Opportunities program shall include—

10           (1) a planned program of job training and  
11           experiences, including skills to be mastered at  
12           progressively higher levels, that are relevant to  
13           a student's career major and lead to the award of  
14           a skill certificate;

15           (2) paid work experience;

16           (3) workplace mentoring;

17           (4) instruction in general workplace  
18           competencies; and

19           (5) broad instruction in a variety of  
20           elements of an industry.

21       **SEC. 103. SCHOOL-BASED LEARNING COMPONENT.**

22           The school-based learning component of a School-  
23       to-Work Opportunities program shall include—

24           (1) career exploration and counseling in  
25           order to help students who may be interested to  
26           identify, and select or reconsider, their

1 interests, goals, and career majors;

2 (2) initial selection by interested students  
3 of a career major not later than the beginning of  
4 the 11th grade;

5 (3) a program of study designed to meet the  
6 same challenging academic standards established by  
7 States for all students under the Goals 2000:  
8 Educate America Act, and to meet the requirements  
9 necessary for a student to earn a skill  
10 certificate; and

11 (4) regularly scheduled evaluations to  
12 identify academic strengths and weaknesses of  
13 students and the need for additional learning  
14 opportunities to master core academic skills.

15 **SEC. 104. CONNECTING ACTIVITIES COMPONENT.**

16 The connecting activities component of a School-  
17 to-Work Opportunities program shall include—

18 (1) matching students with employers' work-based  
19 learning opportunities;

20 (2) serving as a liaison among the employer,  
21 school, teacher, parent, and student;

22 (3) providing technical assistance and services to  
23 employers and others in designing work-based learning  
24 components and counseling and case management services,  
25 and in training teachers, workplace mentors, and  
26 counselors;

1           (4) providing assistance to students who have  
2 completed the program in finding an appropriate job,  
3 continuing their education, or entering into an  
4 additional training program;

5           (5) collecting and analyzing information regarding  
6 post-program outcomes of students who participate in  
7 the School-to-Work Opportunities program; and

8           (6) linking youth development activities under  
9 this Act with employer strategies for upgrading the  
10 skills of their workers.

## 11       **TITLE II—SCHOOL-TO-WORK OPPORTUNITIES SYSTEM**

### 12           **DEVELOPMENT AND IMPLEMENTATION**

#### 13               **GRANTS TO STATES**

##### 14                   **Subtitle A—State Development Grants**

###### 15       **SEC. 201. PURPOSE.**

16           The purpose of this subtitle is to assist States  
17 in planning and developing comprehensive, statewide  
18 systems for school-to-work opportunities.

###### 19       **SEC. 202. STATE DEVELOPMENT GRANTS.**

20           (a) IN GENERAL.— Upon the application of a  
21 State, the Secretaries may award a development grant to  
22 a State in such amount as the Secretaries determine is  
23 necessary to enable the State to complete development  
24 (that may have begun with funds awarded under the Job  
25 Training Partnership Act, 29 U.S.C. 1501 *et seq.*, and

1 the Carl D. Perkins Vocational and Applied Technology  
2 Education Act, 20 U.S.C. 2301 et seq.) of a  
3 comprehensive, statewide School-to-Work Opportunities  
4 system, except that a development grant under this  
5 subtitle may not exceed \$1,000,000 in any fiscal year.

6 (b) APPLICATION CONTENTS.— The application for a  
7 development grant shall—

8 (1) include a timetable and an estimate of  
9 the amount of funding needed to complete the  
10 planning and development necessary to implement a  
11 comprehensive, statewide School-to-Work  
12 Opportunities system;

13 (2) describe how the Governor; the chief  
14 State school officer; the State agency officials  
15 responsible for job training and employment,  
16 economic development, and postsecondary education;  
17 and other appropriate officials will collaborate  
18 in the planning and development of the State  
19 School-to-Work Opportunities system;

20 (3) describe how the State will enlist the  
21 active and continued participation in the planning  
22 and development of the statewide School-to-Work  
23 Opportunities system of employers and other  
24 interested parties such as locally elected  
25 officials, secondary and postsecondary educational  
26 institutions or agencies, business associations,

1 employees, labor organizations or associations  
2 thereof, teachers, students, parents, community-  
3 based organizations, rehabilitation agencies and  
4 organizations, registered apprenticeship agencies,  
5 and local vocational educational agencies;

6 (4) describe how the State will coordinate  
7 its planning activities with any local School-to-  
8 Work Opportunities program that has received a  
9 grant under title III of this Act;

10 (5) designate a fiscal agent to receive and  
11 be accountable for funds awarded under this  
12 subtitle; and

13 (6) include such other information as the  
14 Secretaries may require.

15 (c) STATE DEVELOPMENT ACTIVITIES.— Funds awarded  
16 under this section shall be expended by a State only  
17 for activities undertaken to develop a statewide  
18 School-to-Work Opportunities system, which may include—

19 (1) identifying or establishing an  
20 appropriate State structure to administer the  
21 School-to-Work Opportunities system;

22 (2) identifying or establishing broad-based  
23 partnerships among employers, labor, education,  
24 government, and other community organizations to  
25 participate in the design, development, and  
26 administration of School-to-Work Opportunities

1 programs;

2 (3) developing a marketing plan to build  
3 consensus and support for School-to-Work  
4 Opportunities programs;

5 (4) promoting the active involvement of  
6 business in planning and developing local School-  
7 to-Work Opportunities programs;

8 (5) supporting local School-to-Work  
9 Opportunities planning and development activities  
10 to provide guidance in the development of School-  
11 to-Work Opportunities programs;

12 (6) initiating pilot programs for testing key  
13 components of State program design;

14 (7) developing a State process for issuing  
15 skill certificates that takes into account the  
16 work of the National Skill Standards Board and the  
17 criteria established under Goals 2000: Educate  
18 America Act;

19 (8) designing challenging curricula;

20 (9) developing a system for labor market  
21 analysis and strategic planning for local  
22 targeting of industry sectors or broad  
23 occupational clusters;

24 (10) analyzing the post high school  
25 employment experiences of recent high school  
26 graduates and dropouts; and

1           (11) preparing the plan required for  
2           submission of an application for an Implementation  
3           Grant under subtitle B.

4                   **Subtitle B—State Implementation Grants**

5           **SEC. 211. PURPOSE.**

6           The purpose of this subtitle is to assist States  
7           in the implementation of comprehensive, statewide  
8           School-to-Work Opportunities systems.

9           **SEC. 212. STATE IMPLEMENTATION GRANTS.**

10           (a) ELIGIBILITY AND APPLICATION.— A State may  
11           apply to the Secretaries for a competitive  
12           implementation grant by submitting an application that  
13           contains—

14                   (1) a plan for a comprehensive, statewide  
15                   School-to-Work Opportunities system that meets the  
16                   content requirements provided in subsection (b);

17                   (2) a description of how the State will  
18                   allocate funds under this Act to local School-to-  
19                   Work Opportunities partnerships;

20                   (3) a request, if the State decides to submit  
21                   such a request, for one or more waivers of certain  
22                   statutory or regulatory requirements, as provided  
23                   for under title V of this Act; and

24                   (4) such other information as the Secretaries  
25                   may require.

26           (b) CONTENTS OF STATE PLAN.— A State plan shall—

1           (1) designate the geographical areas to be  
2       served by partnerships, which shall, to the extent  
3       feasible, reflect local labor market areas;

4           (2) describe how the State will stimulate and  
5       support local School-to-Work Opportunities  
6       programs that meet the requirements of this Act,  
7       and how the State's system will be expanded over  
8       time to cover all geographic areas in the State;

9           (3) describe the procedure by which the  
10      Governor; the chief State school officer; the  
11      State agency officials responsible for job  
12      training and employment, economic development, and  
13      postsecondary education; and other appropriate  
14      officials will collaborate in the implementation  
15      of the State School-to-Work Opportunities system;

16          (4) describe the procedure for obtaining the  
17      active and continued involvement in the statewide  
18      School-to-Work Opportunities system of employers  
19      and other interested parties such as locally  
20      elected officials, secondary and postsecondary  
21      educational institutions or agencies, business  
22      associations, employees, labor organizations or  
23      associations thereof, teachers, students, parents,  
24      community-based organizations, rehabilitation  
25      agencies and organizations, registered  
26      apprenticeship agencies, and local vocational

1 educational agencies;

2 (5) describe how the School-to-Work  
3 Opportunities system will coordinate the use of  
4 education and training funds from State and  
5 private sources with funds available from such  
6 related Federal programs as the Adult Education  
7 Act (20 U.S.C. 1201 *et seq.*), the Carl D. Perkins  
8 Vocational and Applied Technology Education Act  
9 (20 U.S.C. 2301, *et seq.*), the Elementary and  
10 Secondary Education Act of 1965 (20 U.S.C. 2701 *et*  
11 *seq.*), the Family Support Act of 1988 (42 U.S.C.  
12 602 note, 606 note), the Goals 2000: Educate  
13 America Act, the Individuals with Disabilities  
14 Education Act (20 U.S.C. 1400 *et seq.*), the Job  
15 Training Partnership Act (29 U.S.C. 1501 *et seq.*),  
16 the National Apprenticeship Act (29 U.S.C. 50 *et*  
17 *seq.*) and the Rehabilitation Act of 1973 (29  
18 U.S.C. 701 *et seq.*);

19 (6) describe the resources, including private  
20 sector resources, the State intends to employ in  
21 maintaining the School-to-Work Opportunities  
22 system when funds under this Act are no longer  
23 available;

24 (7) describe how the State will ensure  
25 opportunities for all students to participate in  
26 School-to-Work Opportunities programs;

1           (8) describe how the State will ensure  
2 opportunities for young women to participate in  
3 School-to-Work Opportunities programs in a manner  
4 that leads to employment in high-performance,  
5 high-paying jobs, including jobs in which women  
6 traditionally have been under-represented;

7           (9) describe how the State will ensure  
8 opportunities for low achieving students, students  
9 with disabilities, and former students who have  
10 dropped out of school to participate in School-to-  
11 Work Opportunities programs;

12           (10) describe the State's process for  
13 assessing the skills and knowledge required in  
14 career majors, and awarding skill certificates  
15 that take into account the work of the National  
16 Skill Standards Board and the criteria established  
17 under Goals 2000: Educate America Act;

18           (11) describe the manner in which the State  
19 will, to the extent feasible, continue and  
20 incorporate programs funded under section 302 of  
21 this Act in the State School-to-Work Opportunities  
22 system;

23           (12) describe the performance standards that  
24 the State intends to meet; and

25           (13) designate a fiscal agent to receive and  
26 be accountable for School-to-Work Opportunities

1 funds awarded under this subtitle.

2 (c) REVIEW OF APPLICATIONS.—The Secretaries shall  
3 submit each application to a peer review process,  
4 determine whether to approve the State's School-to-Work  
5 Opportunities plan, and, if such determination is  
6 affirmative, further determine whether to take one or a  
7 combination of the following actions—

8 (1) award an implementation grant;

9 (2) approve the State's request, if any, for  
10 a waiver in accordance with the procedures in  
11 title V of this Act; and

12 (3) inform the State of the opportunity to  
13 apply for further development funds, except that  
14 further development funds may not be awarded to a  
15 State that receives an implementation grant.

16 (d) AMOUNT OF GRANT— The Secretaries shall  
17 establish the minimum and maximum amounts available for  
18 an implementation grant, and shall determine the actual  
19 amount granted to any State based on such criteria as  
20 the scope and quality of the plan and the number of  
21 projected program participants.

22 (e) STATE IMPLEMENTATION ACTIVITIES.— Funds  
23 awarded under this section shall be expended by a State  
24 only for activities undertaken to implement the State's  
25 School-to-Work Opportunities system, which may include—

26 (1) recruiting and providing assistance to

1 employers to provide work-based learning for  
2 students;

3 (2) conducting outreach activities to promote  
4 and support collaboration in School-to-Work  
5 Opportunities programs by businesses, labor  
6 organizations, and other organizations;

7 (3) providing training for teachers,  
8 employers, workplace mentors, counselors, and  
9 others;

10 (4) providing labor market information to  
11 local partnerships that is useful in determining  
12 which high-skill, high-wage occupations are in  
13 demand;

14 (5) designing or adapting model curricula  
15 that can be used to integrate academic and  
16 vocational learning, school-based and work-based  
17 learning, and secondary and postsecondary  
18 education;

19 (6) designing or adapting model work-based  
20 learning programs and identifying best practices;  
21 and

22 (7) conducting outreach activities and  
23 providing technical assistance to other States  
24 that are developing or implementing School-to-Work  
25 Opportunities systems.

26 (f) ALLOCATION OF FUNDS TO PARTNERSHIPS.— A State

1 shall award subgrants to partnerships, according to  
2 criteria established by the State, that total no less  
3 than 65 percent of the sums awarded to it under this  
4 section in the first year, 75 percent of such sums in  
5 the second year, and 85 percent of such sums in each  
6 year thereafter.

7 (g) STATE SUBGRANTS TO PARTNERSHIPS.—

8 (1) APPLICATION.— A partnership that seeks a  
9 subgrant to carry out a local School-to-Work  
10 Opportunities program shall submit an application  
11 to the State that—

12 (A) describes how the program would  
13 include the basic program components and  
14 otherwise meet the requirements of title I of  
15 this Act;

16 (B) sets forth measurable program goals  
17 and outcomes;

18 (C) describes the local strategies and  
19 timetables to provide School-to-Work  
20 Opportunities program opportunities for all  
21 students; and

22 (D) provides such other information as  
23 the State may require.

24 (2) ALLOWABLE ACTIVITIES.— A partnership  
25 shall expend funds awarded under this section only  
26 for activities undertaken to carry out School-to-

1 Work Opportunities programs as defined in this  
2 Act, and such activities may include—

3 (A) recruiting and providing assistance  
4 to employers to provide the work-based  
5 learning components in the School-to-Work  
6 Opportunities program;

7 (B) establishing consortia of employers  
8 to support the School-to-Work Opportunities  
9 program and provide access to jobs related to  
10 students' career majors;

11 (C) supporting or establishing  
12 intermediaries to perform the activities  
13 described in section 104 and to provide  
14 assistance to students in obtaining jobs and  
15 further education and training;

16 (D) designing or adapting school  
17 curricula that can be used to integrate  
18 academic and vocational learning, school-  
19 based and work-based learning, and secondary  
20 and postsecondary education;

21 (E) providing training to work-based and  
22 school-based staff on new curricula, student  
23 assessments, student guidance, and feedback  
24 to the school regarding student performance;

25 (F) establishing in schools  
26 participating in a School-to-Work

1 Opportunities program a graduation assistance  
2 program to assist at-risk and low-achieving  
3 students in graduating from high school,  
4 enrolling in postsecondary education or  
5 training, and finding or advancing in jobs;

6 (G) conducting or obtaining an in-depth  
7 analysis of the local labor market and the  
8 generic and specific skill needs of employers  
9 to identify high-demand, high-wage careers to  
10 target;

11 (H) integrating work-based and school-  
12 based learning into existing job training  
13 programs for youth who have dropped out of  
14 school;

15 (I) establishing or expanding school-to-  
16 apprenticeship programs in cooperation with  
17 registered apprenticeship agencies and  
18 apprenticeship sponsors; and

19 (J) assisting participating employers,  
20 including small- and medium-size businesses,  
21 to identify and train workplace mentors and  
22 to develop work-based learning components.

1  
2           **TITLE III—FEDERAL IMPLEMENTATION GRANTS TO**  
3                           **PARTNERSHIPS**

4       **SEC. 301. PURPOSE.**

5           The purposes of this title are—

6                   (1) to authorize the Secretaries to award  
7           competitive grants to partnerships in States that  
8           have not received an implementation grant under  
9           section 212, in order to provide funding for  
10          communities that have built a sound planning and  
11          development base for School-to-Work Opportunities  
12          programs and are ready to begin implementing a  
13          local School-to-Work Opportunities program; and

14                   (2) to authorize the Secretaries to award  
15          competitive grants to implement School-to-Work  
16          Opportunities programs in high poverty areas of  
17          urban and rural communities to provide support for  
18          a comprehensive range of education, training, and  
19          support services for youth residing in designated  
20          high poverty areas.

21       **SEC. 302. FEDERAL IMPLEMENTATION GRANTS TO**  
22                           **PARTNERSHIPS.**

23           (a) IN GENERAL.— The Secretaries may award  
24          School-to-Work Opportunities implementation grants to  
25          partnerships in States that have not received an

1 implementation grant under section 212, according to  
2 competitive criteria established by the Secretaries.

3 (b) APPLICATION PROCEDURE.— A partnership that  
4 desires to receive a direct Federal grant under this  
5 section shall submit an application to the Secretaries  
6 in accord with procedures specified by the Secretaries,  
7 but before the partnership submits the application to  
8 the Secretaries it shall first submit the application  
9 to the State for review and comment.

10 (c) APPLICATION CONTENTS.— The grant application  
11 from a partnership shall include a plan for local  
12 School-to-Work Opportunities programs that—

13 (1) describes how the partnership will meet  
14 the requirements of this Act;

15 (2) includes the State's comments, if any;

16 (3) contains information that is consistent  
17 with the content requirements for a State plan  
18 that are specified in section 212(b)(4) through  
19 (10);

20 (4) designates a fiscal agent to receive and  
21 be accountable for funds under this section; and

22 (5) provides other information that the  
23 Secretaries may require.

24 (d) CONFORMITY WITH APPROVED STATE PLAN.— The  
25 Secretaries shall not award a grant under this section  
26 to a partnership in a State that has an approved plan

1 unless the Secretaries determine, after consultation  
2 with the State, that the plan submitted by the  
3 partnership is in accord with the approved State plan.

4 (e) IMPLEMENTATION ACTIVITIES.— Funds awarded  
5 under this section shall be expended by a partnership  
6 only for activities undertaken to implement School-to-  
7 Work Opportunities programs under this Act, including,  
8 but not limited to, the activities specified in section  
9 212(g)(2).

10 **SEC. 303. SCHOOL-TO-WORK OPPORTUNITIES PROGRAM GRANTS**  
11 **IN HIGH POVERTY AREAS.**

12 (a) IN GENERAL.— From the funds reserved under  
13 section 505(b), the Secretaries are authorized to award  
14 grants to implement School-to-Work Opportunities  
15 programs, that include the basic program components and  
16 otherwise meet the requirements of title I of this Act,  
17 in high poverty areas, as provided in this section, of  
18 urban and rural communities, in order to provide  
19 support for a comprehensive range of education,  
20 training, and support services for youth residing in  
21 such areas. The Secretaries are authorized to award  
22 such grants according to criteria established by the  
23 Secretaries, except that the Secretaries shall not  
24 award a grant under this section to a School-to-Work  
25 Opportunities program unless the Secretaries determine  
26 after consultation with the State and partnership that

1     it is in accord with approved State and local plans, if  
2     any.

3           (b) DEFINITION.— For purposes of this section,  
4     the term "high poverty area" means an urban census  
5     tract, a nonmetropolitan county, a Native American  
6     Indian reservation, or an Alaska Native village, with a  
7     poverty rate of 30 percent or more, as determined by  
8     the Bureau of the Census.

9           (c) ALLOWABLE ACTIVITIES.— Funds awarded under  
10    this section may be expended for activities such as  
11    those that support school-based job specialists to  
12    assist students in obtaining employment, and that  
13    recruit employers and assist them to develop work-based  
14    learning opportunities for students.

15          (d) USE OF FUNDS.— Funds available under this  
16    section may be awarded in combination with funds  
17    appropriated for the Youth Fair Chance Program.

#### 18                   **TITLE IV—NATIONAL PROGRAMS**

##### 19    **SEC. 401. RESEARCH, DEMONSTRATION, AND OTHER PROJECTS.**

20          (a) IN GENERAL.— With funds reserved under  
21    section 505(c), the Secretaries shall conduct research  
22    and development and establish a program of experimental  
23    and demonstration projects, to further the purposes of  
24    this Act.

25          (b) ADDITIONAL USE OF FUNDS.— Funds reserved  
26    under section 505(c) may also be used for programs or

1 services authorized under any other provision of this  
2 Act that are most appropriately administered at the  
3 national level and that will operate in, or benefit  
4 more than, one State.

5 **SEC. 402. PERFORMANCE OUTCOMES AND EVALUATION.**

6 (a) IN GENERAL.— The Secretaries, in  
7 collaboration with the States, shall by grants,  
8 contracts, or otherwise, establish a system of  
9 performance measures for assessing State and local  
10 programs regarding—

11 (1) progress in the development and  
12 implementation of State plans that include the  
13 basic program components and otherwise meet the  
14 requirements of title I;

15 (2) participation in School-to-Work  
16 Opportunities programs by employers, schools, and  
17 students;

18 (3) progress in developing and implementing  
19 strategies for addressing the needs of in-school  
20 and out-of-school, at-risk youth;

21 (4) student outcomes, including—

22 (A) academic learning gains;

23 (B) staying in school and attaining a  
24 high school diploma, skill certificate, and  
25 college degree;

26 (C) placement and retention in further

1 education or training, particularly in the  
2 student's career major; and

3 (D) job placement, retention, and  
4 earnings, particularly in the student's  
5 career major; and

6 (5) the extent to which the program has met  
7 the needs of employers.

8 (b) EVALUATION.— The Secretaries shall conduct a  
9 national evaluation of School-to-Work Opportunities  
10 programs funded under this Act that will track and  
11 assess the progress of implementation of State and  
12 local programs and their effectiveness based on  
13 measures such as those described in subsection (a).

14 (c) REPORTS.— Each State shall provide periodic  
15 reports, at such intervals as the Secretaries  
16 determine, containing information described in  
17 paragraphs (1) through (4) of subsection (a).

18 **SEC. 403. TRAINING AND TECHNICAL ASSISTANCE.**

19 (a) PURPOSE.—The Secretaries shall work in  
20 cooperation with the States, employers and their  
21 associations, schools, labor organizations, and  
22 community organizations to increase their capacity to  
23 develop and implement effective School-to-Work  
24 Opportunities programs.

25 (b) AUTHORIZED ACTIVITIES.— The Secretaries shall  
26 provide, through grants, contracts, or other

1 arrangements—

2 (1) training, technical assistance, and other  
3 activities that will:

4 (A) enhance the skills, knowledge, and  
5 expertise of the personnel involved in  
6 planning and implementing State and local  
7 School-to-Work Opportunities programs; and

8 (B) improve the quality of services  
9 provided to individuals served under this  
10 Act;

11 (2) assistance to States and partnerships in  
12 order to integrate resources available under this  
13 Act with resources available under other Federal,  
14 State, and local authorities;

15 (3) assistance to States and partnerships to  
16 recruit employers to provide the work-based  
17 learning component of School-to-Work Opportunities  
18 programs.

19 (c) PEER REVIEW.— The Secretaries may use funds  
20 under section 505(c) for the peer review of State  
21 applications and plans under section 212 and  
22 applications under title III of this Act.

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2                   **TITLE V—GENERAL PROVISIONS**

3           **SEC. 501. STATE REQUEST AND RESPONSIBILITIES FOR A**  
4                   **WAIVER OF STATUTORY AND REGULATORY**  
5                   **REQUIREMENTS.**

6           (a) STATE REQUEST FOR WAIVER.— A State with an  
7           approved plan may, at any point during the development  
8           or implementation of a School-to-Work Opportunities  
9           program, request a waiver of one or more statutory or  
10          regulatory provisions from the Secretaries in order to  
11          carry out the purposes of the Act.

12          (b) PARTNERSHIP REQUEST FOR WAIVER.—A partnership  
13          that seeks a waiver of any of the laws specified in  
14          sections 502 and 503 shall submit an application for  
15          such waiver to the State, and the State shall determine  
16          whether to submit the application for a waiver to the  
17          Secretaries.

18          (c) WAIVER CRITERIA.—The request by the State  
19          shall meet the criteria contained in section 502 or  
20          section 503 and shall specify the laws or regulations  
21          referred to in those sections that the State wants  
22          waived.

23           **SEC. 502. WAIVERS OF STATUTORY AND REGULATORY**  
24                   **REQUIREMENTS BY THE SECRETARY OF EDUCATION.**

25          (a) IN GENERAL.— (1) Except as provided in  
26          subsection (c), the Secretary of Education may waive

1 any requirement of any statute listed in subsection (b)  
2 or of the regulations issued under such statute for a  
3 State that requests such a waiver—

4 (A) if, and only to the extent that, the  
5 Secretary of Education determines that such  
6 requirement impedes the ability of the State or a  
7 partnership to carry out the purposes of this Act;

8 (B) if the State waives, or agrees to waive,  
9 similar requirements of State law; and

10 (C) if the State—

11 (i) has provided all partnerships, and  
12 local educational agencies participating in a  
13 partnership, in the State with notice and an  
14 opportunity to comment on the State's  
15 proposal to seek a waiver; and

16 (ii) has submitted the comments of the  
17 partnerships and local educational agencies  
18 to the Secretary of Education.

19 (2) The Secretary of Education shall act promptly  
20 on any request submitted pursuant to paragraph (1).

21 (3) Each waiver approved pursuant to this  
22 subsection shall be for a period not to exceed five  
23 years, except that the Secretary of Education may  
24 extend such period if the Secretary of Education  
25 determines that the waiver has been effective in  
26 enabling the State or partnership to carry out the

1 purposes of this Act.

2 (b) INCLUDED PROGRAMS.— The statutes subject to  
3 the waiver authority of this section are as follows—

4 (1) chapter 1 of title I of the Elementary  
5 and Secondary Education Act of 1965, including the  
6 Even Start Act;

7 (2) part A of chapter 2 of title I of the  
8 Elementary and Secondary Education Act of 1965;

9 (3) the Dwight D. Eisenhower Mathematics and  
10 Science Education Act (title II, part A of the  
11 Elementary and Secondary Education Act of 1965);

12 (4) the Emergency Immigrant Education Act of  
13 1984 (title IV, part D of the Elementary and  
14 Secondary Education Act of 1965);

15 (5) the Drug-Free Schools and Communities Act  
16 of 1986 (title V of the Elementary and Secondary  
17 Education Act of 1965); and

18 (6) the Carl D. Perkins Vocational and  
19 Applied Technology Education Act.

20 (c) WAIVERS NOT AUTHORIZED.— The Secretary of  
21 Education may not waive any statutory or regulatory  
22 requirement of the programs listed in subsection (b)  
23 relating to—

24 (1) the basic purposes or goals of the  
25 affected programs;

26 (2) maintenance of effort;

- 1 (3) comparability of services;
- 2 (4) the equitable participation of students
- 3 attending private schools;
- 4 (5) parental participation and involvement;
- 5 (6) the distribution of funds to State or to
- 6 local educational agencies;
- 7 (7) the eligibility of an individual for
- 8 participation in the affected programs;
- 9 (8) public health or safety, labor standards,
- 10 civil rights, occupational safety and health, or
- 11 environmental protection; or
- 12 (9) prohibitions or restrictions relating to
- 13 the construction of buildings or facilities.

14 (d) TERMINATION OF WAIVERS.— The Secretary of  
15 Education shall periodically review the performance of  
16 any State or partnership for which the Secretary of  
17 Education has granted a waiver and shall terminate the  
18 waiver under this section if the Secretary determines  
19 that the performance of the State, partnership, or  
20 local educational agency affected by the waiver has  
21 been inadequate to justify a continuation of the  
22 waiver, or the State fails to waive similar  
23 requirements of State law as required or agreed to in  
24 accord with section 502(a)(1)(B).

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2       **SEC. 503. WAIVERS OF STATUTORY AND REGULATORY**

3               **REQUIREMENTS BY THE SECRETARY OF LABOR.**

4               (a) IN GENERAL.—(1) Except as provided in  
5 subsection (c), the Secretary of Labor may waive any  
6 requirement of any statutory provisions listed in  
7 subsection (b) or of the regulations issued under such  
8 statutory provisions for a State that requests such a  
9 waiver—

10                       (A) if, and only to the extent that, the  
11 Secretary of Labor determines that such  
12 requirement impedes the ability of the State  
13 or a partnership to carry out the purposes of  
14 this Act;

15                       (B) if the State waives, or agrees to  
16 waive, similar requirements of State law; and

17                       (C) if the State—

18                               (i) has provided all partnerships  
19 in the State with notice and an  
20 opportunity to comment on the State's  
21 proposal to seek a waiver; and

22                               (ii) has submitted the comments of  
23 the partnerships to the Secretary of  
24 Labor.

25               (2) The Secretary of Labor shall act promptly  
26 on any request submitted pursuant to paragraph

1 (1).

2 (3) Each waiver approved pursuant to this  
3 subsection shall be for a period not to exceed  
4 five years, except that the Secretary of Labor may  
5 extend such period if the Secretary of Labor  
6 determines that the waiver has been effective in  
7 enabling the State or partnership to carry out the  
8 purposes of this Act.

9 (b) INCLUDED PROGRAMS.— The statutory provisions  
10 subject to the waiver authority of this section are as  
11 follows—

12 (1) section 106(b)(4) (performance  
13 standards), section 107 (selection of service  
14 providers), section 108 (limitation on certain  
15 costs), section 141 (general program  
16 requirements), and section 142 (benefits) of the  
17 Job Training Partnership Act, except that section  
18 141(c) and section 141(q) shall not be waived;

19 (2) section 123 of the Job Training  
20 Partnership Act (State education coordination and  
21 grants);

22 (3) part B of title II of the Job Training  
23 Partnership Act (Summer Youth Employment and  
24 Training Programs);

25 (4) part C, title II of the Job Training  
26 Partnership Act (Youth Training Program), except

1           that section 263 (eligibility for services) shall  
2           not be waived; and

3                 (5) part A (Employment and Training Programs  
4           for Native Americans and Migrant and Seasonal  
5           Farmworkers), part B (Job Corps), and part H  
6           (Youth Fair Chance Program) of title IV of the Job  
7           Training Partnership Act.

8           (c) WAIVERS NOT AUTHORIZED.— The Secretary of  
9           Labor may not waive any statutory or regulatory  
10          requirement of the programs listed in subsection (b)  
11          relating to—

12                 (1) the basic purposes or goals of the  
13          affected programs;

14                 (2) the eligibility of an individual for  
15          participation in the affected programs;

16                 (3) the allocation of funds under the  
17          affected programs;

18                 (4) public health or safety, labor standards,  
19          civil rights, occupational safety and health, or  
20          environmental protection;

21                 (5) maintenance of effort; or

22                 (6) prohibitions or restrictions relating to  
23          the construction of buildings or facilities.

24          (d) TERMINATION OF WAIVERS.— The Secretary of  
25          Labor shall periodically review the performance of any  
26          State or partnership for which the Secretary of Labor

1 has granted a waiver and shall terminate the waiver  
2 under this section if the Secretary determines that the  
3 performance of the State or partnership affected by the  
4 waiver has been inadequate to justify a continuation of  
5 the waiver, or the State fails to waive similar  
6 requirements of State law as required or agreed to in  
7 accord with section 503(a)(1)(B).

8 **SEC. 504. SAFEGUARDS.**

9 The following safeguards shall apply to School-to-  
10 Work Opportunities programs under this Act:

11 (1) No student shall displace any currently  
12 employed worker (including a partial displacement,  
13 such as a reduction in the hours of non-overtime  
14 work, wages, or employment benefits).

15 (2) No School-to-Work Opportunities program  
16 shall impair existing contracts for services or  
17 collective bargaining agreements, except that no  
18 program under this Act that would be inconsistent  
19 with the terms of a collective bargaining  
20 agreement shall be undertaken without the written  
21 concurrence of the labor organization and employer  
22 concerned.

23 (3) No student shall be employed or job  
24 opening filled—

25 (A) when any other individual is on  
26 temporary layoff from the participating

1 employer, with the clear possibility of  
2 recall, from the same or any substantially  
3 equivalent job; or

4 (B) when the employer has terminated the  
5 employment of any regular employee or  
6 otherwise reduced its workforce with the  
7 intention of filling the vacancy so created  
8 with a student.

9 (4) Students shall be provided with adequate  
10 and safe equipment and a safe and healthful  
11 workplace in conformity with all health and safety  
12 standards of Federal, State, and local law.

13 (5) Nothing in this Act shall be construed to  
14 modify or affect any Federal or State law  
15 prohibiting discrimination on the basis of race,  
16 religion, color, ethnicity, national origin,  
17 gender, age, or disability.

18 (6) Funds appropriated under authority of  
19 this Act shall not be expended for wages of  
20 students.

21 (7) The Secretaries shall provide such other  
22 safeguards as they may deem appropriate in order  
23 to ensure that School-to-Work Opportunities  
24 participants are afforded adequate supervision by  
25 skilled adult workers, or, otherwise, to further  
26 the purposes of this Act.

1       **SEC. 505. AUTHORIZATION OF APPROPRIATIONS.**

2           (a) AUTHORIZATION.— There are authorized to be  
3       appropriated to the Secretaries \$300 million in fiscal  
4       year 1995, and such sums as may be necessary in each of  
5       the seven succeeding fiscal years for allocations to  
6       carry out this Act.

7           (b) HIGH POVERTY AREAS.— The Secretaries may  
8       reserve up to \$30 million in fiscal year 1995, and such  
9       sums as may be necessary in each of the succeeding  
10      seven years under this Act, to carry out section 303,  
11      which may be used in conjunction with funds available  
12      under the Youth Fair Chance Program, title IV-H of the  
13      Job Training Partnership Act (29 U.S.C. 1671, *et seq.*).

14          (c) NATIONAL PROGRAMS.— The Secretaries may  
15      reserve up to \$30 million in fiscal year 1995 and such  
16      sums as they may deem necessary under this Act, in each  
17      of the seven succeeding fiscal years to carry out title  
18      IV.

19          (d) TERRITORIES.— The Secretaries may reserve up  
20      to one quarter of one percent for School-to-Work  
21      Opportunities programs under this Act for the  
22      territories of the United States, which are the Virgin  
23      Islands, Guam, the Northern Mariana Islands, American  
24      Samoa, the Federated States of Micronesia, and the  
25      Republic of the Marshall Islands, and which include  
26      Palau until the Compact of Free Association is signed.

1           (e) NATIVE AMERICAN PROGRAMS.—(1) The Secretaries  
2       may reserve up to one quarter of one percent of the  
3       funds appropriated for any fiscal year under section  
4       505(a) for School-to-Work Opportunities programs for  
5       Indian youth that are consistent with School-to-Work  
6       Opportunities programs carried out under title II of  
7       this Act and that involve Bureau funded schools, as  
8       defined in section 1139(3) of the Education Amendments  
9       of 1978 (25 U.S.C. 2019(3)).

10           (2) The Secretaries may carry out this  
11       subsection through such means as they find  
12       appropriate, including, but not limited to—

13                   (A) the transfer of funds to the  
14                   Secretary of the Interior; and

15                   (B) the provision of financial  
16                   assistance to Indian tribes and Indian  
17                   organizations.

18       (f) AVAILABILITY OF FUNDS.— Funds obligated for  
19       any fiscal year for programs authorized under this Act  
20       shall remain available until expended.

21       **SEC. 506. ACCEPTANCE OF GIFTS, AND OTHER MATTERS.**

22       The Secretaries are authorized, in carrying out  
23       this Act, to accept, purchase, or lease in the name of  
24       the Department of Labor or the Department of Education,  
25       and employ or dispose of in furtherance of the purposes  
26       of this Act, any money or property, real, personal, or

1 mixed, tangible or intangible, received by gift,  
2 devise, bequest, or otherwise, and to accept voluntary  
3 and uncompensated services notwithstanding the  
4 provisions of section 1342 of title 31.

5 **SEC. 507. EFFECTIVE DATE.**

6 This Act shall take effect on the day of  
7 enactment.

- ★ **HHS/Head Start related Medicaid.** Fund new entrants in the Medicaid program resulting from Head Start expansion; \$116 million in 1997, \$275 million over four years.
- ★ **USDA/Full funding of WIC program.** If our nation is going to prosper, our children will have to grow up healthy, not hungry. This special supplemental food program for women, infants, and children (WIC), helps make sure they do. By the end of 1996, all eligible children ages 1 to 4, including some 2 million who were not served last year, can be assisted with the proposed investment of \$1 billion in 1997, \$2.6 billion over four years.
- ★ **HHS/Parenting and family support.** These initiatives stem from a simple reality: governments don't raise children; parents do. These proposals will empower parents with the skills and the tools they need to help raise their children. They will support disadvantaged parents, including activities to help them work with their children at home and parenting classes, with an investment of \$500 million in 1997, \$900 million over four years.
- ★ **Department of Education/Reforms and initiatives.** All American children need greater access to better education—not just to make the American Dream more available, but to make the American economy more productive. These initiatives will provide \$2.7 billion in 1997, \$6.2 billion over four years, to support reforms and reauthorizations in elementary, secondary, and postsecondary education, including state and local systemic reforms, a new SAFE Schools program, student assistance program improvements, and support of Historically Black Colleges and Universities.
- ★ **National Service.** The national service initiative will help young people pay for college and other postsecondary education by serving their country. In conjunction with income-contingent loan repayment, which will help Americans take low-paying community service jobs and still pay off their student loans, the program will provide dramatic new opportunities to serve our country. Young people will meet pressing national needs in areas including education, public health, environmental protection, and public safety. In return for one or two years of service, they will be able to receive a significant educational benefit. As it enables Americans of all backgrounds to help themselves and their country at once, the initiative will reinvigorate American citizenship—lifting our country up and bringing our people together. The Administration's commitment to a fully realized program of national service is behind its plan to invest \$7.4 billion in the next four years, building from \$389 million in budget authority in 1994 to \$3.4 billion in 1997.
- Labor/Dislocated workers program.** Legislation will be proposed for a new program to replace and improve upon two existing programs to help workers who lose their jobs because of restructuring of their industries, international competition, or defense downsizing to secure rapid reemployment or train for new careers. The program will cost an additional \$2 billion in 1997, \$4.6 billion over four years.

**Labor/Job Corps expansion.** Provide resources to increase the size of the Job Corps program by 50 percent by 2001. This will increase the number of Job Corps participants to 104,000, from the current 70,000. Job Corps provides remedial education, occupational skills training, supportive and job placement services to severely disadvantaged youth in its network of 110 residential centers. The plan would finance 50 new residential centers. The 1997 cost is \$202 million; the 1994-97 cost is \$341 million.

**Labor/Job Corps maintenance.** Spend \$50 million in 1997 and \$105 million over four years to repair and renovate Job Corps' aging residential centers.

★ **Labor/Summer youth employment and training program (SYETP).** The SYETP offers economically disadvantaged youth age, 14 through 21, work experience in minimum wage jobs in public and nonprofit agencies during the summer months. This investment of \$625 million in 1997 and \$2.0 billion over four years would finance about 2 million additional summer youth jobs. The plan includes an enriched program of work experience, basic skills training, testing and counseling, and closer coordination with schools.

**Labor/One-stop career shopping.** This program would make it easier for adults seeking to change jobs or careers or upgrade their skills to obtain access to the confusing array of Federal programs and services by developing "one-stop shop" career centers. Over four years, the proposed investment is \$900 million, \$250 million of which is to be spent in 1997.

★ **Labor and Education/Youth apprenticeship.** This program would finance a nationwide system of school- and work-based learning programs for high school youth who do not plan to attend college, in order to reduce drop-out rates and help them make a successful transition to meaningful careers in technical occupations. The proposal provides \$500 million in 1997, a total of \$1.2 billion over four years.

## Rewarding Work

★ **Earned Income Tax Credit (EITC).** In America, no one who works should have to raise a family in poverty. The EITC currently provides refundable tax credits to low-income working families with children. By expanding the EITC, we will assure that a family of four will not be forced to live in poverty, if one of the parents works full-time at a minimum wage job. The cost of the entire proposal is \$6.7 billion in 1997 and \$19.9 billion over four years.

★ **Welfare Reform.** Later this year, the Administration will present a comprehensive reform plan to end welfare as we know it. The President's plan will carry out his pledge that no one with a family who works full-time has to live in poverty, that parents who bring children into the world should be held accountable for raising them, and that welfare ought to be a second chance, not a way of life. The plan, coupled with the Earned Income Tax Credit, tougher child support enforcement to crack down on deadbeat parents, increased training, parenting, and family support for moving people from welfare to work, will