



YALE LAW SCHOOL
401A YALE STATION
NEW HAVEN, CONNECTICUT 06520

JOHN G. SIMON

Augustus E. Lines Professor of Law

January 28, 1993

Dr. William A. Galston
Deputy Assistant to the President
for Domestic Policy
The White House
Washington, D.C.

Dear Bill Galston:

I take the liberty of sending you the enclosed materials relating, I believe, to one part of your new portfolio. These materials describe a "para-apprenticeship" approach to the training and education of urban and rural youth -- an approach that the Taconic Foundation (which I serve as President) has been pursuing for 18 years through programs in rural Vermont and in the South Bronx. The rationale and history of these programs are set forth in three enclosed items: a letter I sent to Bob Reich on January 7, enclosing a memo from me and Jane Lee Eddy, Taconic's Executive Director, and a paper on the Vermont program (known as the Smokey House Project).

Both the logic and the performance of this para-apprenticeship approach point to its powerful capacity to improve the life chances of "at-risk" young people throughout the country. And so we would like to introduce this model into the administration's domestic planning process. That is why we wrote to Bob Reich and why similar correspondence will shortly be sent to Madeleine Kunin (who learned about the Smokey House Project when she was Governor of Vermont). For the same reason, I write to you.

We would, of course, welcome a chance to explore this matter further with you in whatever manner you find convenient (having in mind the enormous demands on your time!) and to take whatever other steps you suggest.

* * * * *

I mentioned to Miriam that I had another matter to take up with the Domestic Policy Council, but I gather that this falls within Bruce Reed's jurisdiction. We will be in touch with him, but just to avoid any mystery about this other matter, I enclose a brochure that briefly describes the Cooperative Assistance

Funds -- an investment fund for enterprise development in minority and other poor communities, started by Taconic 25 years ago and now focusing its investments in the Metropolitan Washington area. We believe that this fund and its strategy represent an important dimension of the community economic development activity that President Clinton wishes to initiate. If you wish to hear more, I'll send further details. Otherwise, I'll not impose further reading on you.

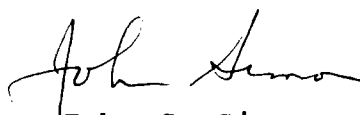
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A final note, on national service: we're delighted, at Taconic, to read about all that you and your colleagues are doing on this front. About 20 years ago we engaged a consulting group including Hugh Price, now at the Rockefeller Foundation, to think about models for such service, and the one they came up with was the forerunner of the National Guard pilot program that Hugh has done so much to promote. Later, Taconic's affiliated organization, the Potomac Institute, convened a Committee for the Study of National Service, chaired by Jacqueline Wexler and Harris Wofford. I assume you've read that report, Youth and the Needs of the Nation (1979); if not, we'll send one. Incidentally, I was one of two members of the Committee (with Eddie Williams) who dissented from the notion of making this service compulsory -- a notion your team also opposes, from what I read.

* * * * *

It remains to congratulate you on your new job! It sounds splendid. And it's exciting to follow your path from 111 Prospect Street, where I first met you, to 1600 Pennsylvania Avenue.

With best wishes,


John G. Simon

P.S. I very much liked your piece (with Elaine Kamarch) in the IGS Public Affairs Report.

JGS/svh



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JOHN G. SIMON

Augustus E. Lines Professor of Law

January 7, 1993

Professor Robert B. Reich
Secretary of Labor--Designate
c/o Presidential Transition Office
1120 Vermont Avenue, N.W.
Washington, D.C. 20270

Dear Bob Reich:

The enclosed memo is an unsolicited tender of help to you and DOL relating to youth apprenticeship--a memo written on behalf of Taconic Foundation, which has worked in this area for almost two decades. I am writing this brief covering letter (with a TV set in the next room airing, live, your confirmation hearing!) to introduce Taconic and its work--and to use this opportunity to express my delight over your appointment (congratulations that are no less enthusiastic for being so casually offered).

During our few brief encounters during your law school days (mainly some conversations with Dan Freed, subject not recalled), I don't know if I mentioned the work of Taconic Foundation, which I have served as trustee since 1959 and President since 1967. (The other trustee you know is Vernon Jordan, now on leave status.) Taconic, a small foundation founded by Stephen and Audrey Currier in 1958 (they died in a 1967 air crash) has often tried to be a little ahead of its time. It was very active in civil rights in the late '50's and '60's, before any of the big foundations moved into the area. It, with Field Foundation--but, again, before any larger foundations joined up--stimulated the formation of, and funded, the first voter registration organization serving Southern blacks (an idea brought to us in 1961 by Burke Marshall and Harris Wofford). A little later, Taconic also provided the first funding for the Joint Apprenticeship Project to help minorities gain entry into unions (mentioned in the attached memo). And starting in the late '60's Taconic introduced other foundations to, and prodded them to engage in, what has become known as "program-related investing"--the use of investments rather than grants to achieve charitable purposes.

So, too, in the youth employment field, we've been working on what we call a "para-apprenticeship" approach that in one sense is not "ahead of the its time" because it recaptures the past, but that is somewhat different from prevailing apprenticeship models, as explained in the enclosed memo. (That memo comes from me and my Taconic

colleague, Jane Lee Eddy, who has been Taconic's executive director since it was formed.) It is an approach first employed by a Taconic-sponsored program in rural Vermont, the Smokey House Project, and later used in another Taconic initiative in the South Bronx, the Youth Energy Corps. At both worksites, each kid does real work in close association with a skilled adult; this solid, work-based relationship is the key, we are convinced, to helping academically unsuccessful youth gain self-confidence and move ahead to learn and succeed.

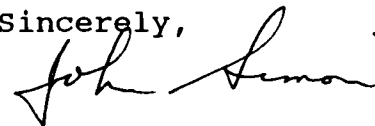
And both of these programs deal with teenagers who are not only poor (and usually with little in the way of family structure to rely on), but who are at risk of dropping out, and are often identified as "losers" by their schools. For this population, whether minority or majority in its ethnicity, the Smokey House para-apprenticeship approach is effective, often stunningly so. A paper describing Smokey House Project, enclosed with our memo, quotes an evaluation by Professor Andrew Hahn of Brandeis:

"Smokey House Project is a timely and well-designed model. Its success in worksite training makes it a leader in an arena of particular interest to business and to government policy-makers in the youth employment field. The population which SHP serves--economically and academically disadvantaged youth--makes the program a prime model for policy-makers and program managers interested in changing outcomes for this growing group of potential members of the workforce."

Following up on Andy Hahn's point, we want to place the Smokey House para-apprenticeship strategy on your docket as you go about the daunting task of charting national policy in this area. Moreover, as our memo says, we'd welcome the opportunity to bring our team to Washington to brief you and your colleagues on this approach and the prospects for further implementation. To that end, we'll take the liberty of calling your office early in your incumbency to see what can be arranged.

Meanwhile, all best wishes to you in the exciting years that lie ahead!

Sincerely,



P.S. I enclose not only our memo to you and the paper describing Smokey House Project and YEC, but also Taconic's most recent five-year report (1987-1991).

P.P.S. If your staff members wish to call us, Jane Lee Eddy's number is (212) 758-8673 and my number is (203) 432-2698.

TACONIC FOUNDATION, INC.
745 FIFTH AVENUE
NEW YORK, N.Y. 10022

MEMORANDUM

January 5, 1993

To: Robert B. Reich, Secretary of Labor--Designate

From: John G. Simon and Jane Lee Eddy

Re: Youth Apprenticeship

Interspersed with the splendid political news of the past two months, we have also been reading thoughtful commentary about apprenticeships for youth. Reports from sources as varied as the New York Times, Education Week, and the W.T. Grant Foundation have generally embraced the notion of young people doing real work in order to learn how to work. Four years ago, Stephen Hamilton's definitive study of European apprenticeship systems, Apprenticeship for Adulthood, set the stage for successive waves of American delegations to "see for themselves" how Germany, for example, produces such a competent work force and moves young people into good jobs at age 18. And, of course, both you and President-elect Clinton have called for apprenticeship programs as part of the general effort to upgrade the American work force and, more generally, to rebuild our human capital.

As President and Executive Director of Taconic Foundation, we write to you to bring your attention to two Taconic-initiated programs--an 18-year-old Vermont program, Smokey House Project, and a younger sibling in the South Bronx, Youth Energy Corps--that advance the apprenticeship concept by demonstrating--to schools, business, and kids themselves--that real work in close association with a competent adult is the key to both learning and work readiness. The modern term, "work-based relationship" is entirely consonant with the essence of apprenticeship as it was successfully practiced for hundreds of years. The key is an on-going relationship between the young person and a knowledgeable adult who expects the youth to learn and sees to it that this potential is realized in the course of doing necessary work together.

The way that Smokey House Project implements this concept is quite distinct from prevailing apprenticeship models--a distinction that deserves close attention from those planning new government action in this field. Thus, the dominant model of apprenticeship (and this is how it is viewed by most unions and many vocational educators) is a training program (a) that is for adults--indeed, adults who have graduated from high school--and (b) that focuses intensively on providing the apprentice with a specific employment skill. Even the relatively sparse programs that deal with high school students rather than graduates tend to have the second characteristic, i.e., a specific skill focus.

We do not disparage these apprenticeship models. Indeed, one of the past Taconic-supported programs of which we are the most proud--the Joint Apprenticeship Project (1964-67) that helped minority group men and women move into skilled, unionized jobs, a program later heavily funded by DOL--was based on the dominant model of apprenticeship. The Joint Apprenticeship Project succeeded for ready-to-work high school graduates who needed help in overcoming union discrimination and nepotism. But the apprenticeship model that undergirded the Joint Project does not purport to meet the needs of school dropouts or those at risk of dropping out, of kids who have none of the cognitive or social skills that prepare them for the world of work.

The Smokey House approach, by contrast, is addressed to this very population--a large population of grave social importance. Smokey House works with academically unsuccessful teenagers and has concentrated on training youth to learn and to be work-ready--not limited to specific types of employment. Today it is apparent that vocational education geared simply to one type of job or one local industry may not provide young people with more than a temporary niche in the adult world of work. From the start, Smokey House focused its attention on equipping 14-18 year olds with the learning capacity, problem-solving and social skills they will need to operate in a rapidly changing economy. Smokey House calls this training "para-apprenticeship."

We enclose a brief description of how the Smokey House program began and what para-apprenticeship can mean. As you will see, we started with the assumption that the problem is not the kids, as the schools (and much of society) would have it, but with the systems we have devised for our youth--especially our poorest youth: systems that are ineffective at the least, defeating and alienating at the worst. The Smokey House para-apprentices--at-risk youth drawn from an economically depressed area--have flourished. They have not

learned to be carpenters or electricians; rather, as result of their training they have learned strategies for gaining the skills they need for adult employment. Moreover, they are prepared to continue to learn new skills as workplace needs change.

In Smokey House Project we have a full-blown, 18 year old laboratory for development of life-long learners. The following key concepts undergird our unique system of para-apprenticeship:

- 1) 14 to 18 year olds not only can, but do, learn how to work when they are engaged in real work, carefully structured and in close and continuing association with competent adults.
- 2) When such arrangements regularly incorporate the exercise of cognitive skills, young people flourish--even those who have not succeeded in the traditional classroom.
- 3) The foregoing principles apply equally to the growing legions of youth--mainly poor and minority--who are being effectively written off by the currently favored schemes for creating a world class workforce.

Since 1974, Smokey House Project has built on these three propositions and demonstrates their validity with actual results. Moreover, the carefully honed Smokey House plan is now being tried at the middle-school level (with the blessing of the Vermont Department of Education) and at the high school level through participation by the high-tech Rutland, Vermont GE plant, the local hospital and other, smaller, businesses. (One early outcome of the GE/SHP partnership has been the fact that program participants--none regarded by their schools as strong students--now have increased confidence in their own ability to learn. They also have a clear grasp of the academic credentials and technical skills required for high wage employment, and one graduate has already set his sights on higher education.)

Vermont is a rural state, to be sure, so it is noteworthy that the Smokey House plan has also succeeded in the South Bronx where high school drop-outs are learning and conducting state of the art weatherization procedures in low income homes under the sponsorship of New York City's mammoth utility, Con Edison. Corporation for Youth Energy Corps (CYEC), founded in 1980, applies the same three para-apprenticeship principles developed at Smokey House to the urban scene. Young people who were poorly served by the public schools now take a keen interest in the active learning available at CYEC worksites throughout the Bronx.

These young people are eager to take on the responsibilities and hands-on work required to conduct official computerized energy audits and weatherization repairs. Their work throughout the community is a visible sign of their capacity for challenging employment, and the fruits of work-based learning can be seen in their increased academic achievement.

You may also be interested to know of the Smokey House record with USDOL under the last Democratic administration. In 1978, Smokey House was selected under the Youth Employment Demonstrations Projects Act, in its highly competitive Youthwork Demonstration, as one of the 40 or so outstanding programs nation-wide to be funded and studied in order to learn what works in youth employment training. In its successful submission to DOL, Smokey House stressed the following program elements:

- 1) Effective youth employment training welcomes the young people themselves, at whatever skills level they may have attained, and proceeds in the knowledge--based on our direct experience with youth--that they will succeed.
- 2) Real work is the vehicle for building the self-esteem essential to learning.
- 3) For the adolescent who has failed in school, true growth and development require a close, on-going, work-based relationship with a competent adult in small crews, i.e. 1:6 ratio.

That 1978 submission also set forth concepts that have now been adopted by youth employment programs across the country, especially the youth corps: no school/no work rule; crewleaders and crews as teams; crewleaders as "mentors;" "benchmarking" as the means to establish the individual's progress from whatever his or her own starting point happened to be. We think it likely that Smokey House, as a national exemplar, helped to disseminate these key concepts.

Smokey House was one of the very few demonstrations to receive Youthwork funding for a second year, and at the behest of Vermont's Senator Robert Stafford, received a third round of DOL funding in 1980. As we all know, in 1981 the DOL screen went blank on serious efforts to train young people for employment.

Under your leadership we hope to see a new day dawn at DOL, and invite you and your staff to look closely at what Smokey House Project has learned about successfully engaging young people in work and learning. Specifically, before

spring, we would like to bring our team down to Washington to talk with you and your colleagues about what we see as missing in the apprenticeship/skills development proposals put forward to date, and what we have learned at Smokey House and Youth Energy Corps that could make a signal contribution to meeting the workforce preparation challenge.

We have followed this work at close range from the start. The bottom line is that this country has a vast reservoir of potential untapped by our schools but fully capable of learning and becoming self-reliant citizens. One has only to look in Rutland County, Vermont or New York's South Bronx.

SMOKEY HOUSE PROJECT

Work-Based Learning for Teenagers

Danby, Vermont 05739

DEVELOPING THE PROMISE OF YOUTH SUSTAINING THE PROMISE OF NATURAL RESOURCES

Smokey House Project is a Vermont not-for-profit corporation directed by a Board made up of men and women (predominately Vermonters and former Vermonters) concerned with youth, education and the environment. SHP began, however, in 1974 as a program of Taconic Foundation after it inherited from its founders 4,700 acres of farm and forest land in Danby, Vermont.

ORIGINS

A New York foundation concerned especially with inner city challenges, Taconic sought ways in which a beautiful, resource-rich Vermont valley could further the Foundation's philanthropic purposes. One long-standing interest was youth employment, yet Taconic's grantmaking experience indicated that existing programs made little difference in outcomes for disadvantaged youth. On the other hand, common sense observations about young people strongly suggested that a major reason for inadequate youth programs was failure to take into account the basic need of adolescents to do real work in close association with competent adults.

Taconic recognized that ownership of land imposed responsibility for stewardship. An inventory of the resources suggested that in this rural region, stewardship could be most useful if it encompassed an active demonstration of sound resource management. Such a demonstration would also entail plenty of on-going work in which young people could be directly engaged, and Taconic's convictions about youth and work could be put to the test. Thus, based upon the land itself, and upon a continuing concern for youth, Taconic launched Smokey House Project (SHP). The program connected local youth (then characterized as "losers" by their high school principal) with competent young adults who engaged them in the real work required by the resource management program.

PROGRAM DEVELOPMENT

After a first summer's trial run, it became clear that Smokey House was making a difference for the participants, particularly as noted in comments volunteered by their classroom teachers. It was also soon apparent that the reasons for success were well grounded in accepted theory regarding adolescent development. In this way, the now well established Smokey House work-based learning program came into being; Smokey House Project was separately incorporated in 1978.

Almost from the start SHP had identified several key concepts, beginning with an unwavering focus on, and high expectations of, the young learner. SHP assumed (and was right) that young people who are not succeeding in the traditional classroom can take hold of learning and flourish when they do real and necessary work in direct and continuing association with a knowledgeable adult who expects them to succeed and constantly encourages development of cognitive skills in relation to the work at hand.

In practice this means that SHP employs young people, ages 14-18, mainly from Rutland County. With close guidance from competent adults, the youth work in agriculture, carpentry, forestry, and other activities necessary to carry out the Smokey House Project resource management demonstration on agricultural and forest lands.

SHP's aim is to enable young people to learn how to work--the habits and attitudes that employers require--and to succeed in the classroom as they discover that they can achieve at the worksite. In 1975, Smokey House pioneered the no school/no work rule that has now been adopted by youth corps programs across the country. Thus school attendance is a condition of employment at Smokey House, and crew leaders regularly reinforce cognitive skills development in relation to the job at hand. A participant who balks at math in the

classroom quickly learns to compute as he/she measures boards for a carpentry project or calculates space and volume in preparation for spring planting. The notion that school is unrelated to the real world begins to evaporate, as the youth experience success--often a first taste--in hands-on work that everyone can see and admire.

Work is only one of two conditions essential for achieving Smokey House's goals for young people. The other key to growth and development for 14-18 year olds is a sustained and direct work-based relationship between the youth and a competent adult who fully expects the young person to succeed regardless of apparent odds. (In a 1978 successful submission to the U.S. Department of Labor, Smokey House described this arrangement as a "para-apprenticeship" and further described the adult as a "mentor.") In order to achieve this result, the young people work in small crews under the close guidance of a crew leader who knows the work, likes kids and demands their best. A 6:1 youth to crew leader ratio insures that in the course of working together, crew members each learn directly from the crew leader as well as from each other. In addition, each participant regularly meets with the crew leader to establish learning goals and to chart the individual's progress in developing skills on the job, related cognitive skills, and the requisite workplace habits and attitudes.

SCHOOLS

This on-going record of progress, or benchmarking as Smokey House has called it since 1978, has become so well accepted by the schools that they not only provide academic credit for learning at the Smokey House worksite, but they also accept the marking period grades given by the crew leader based upon the student's progress. In response to careful documentation of each student's achievement record, for the past ten years sending schools have paid "tuition" for their participating students. In 1990, Smokey House implemented "portfolio assessment" as a means of more fully engaging the young people in their own learning, and, equally important, as a means of clarifying for classroom teachers what their students actually learn at SHP.

EVALUATION

In addition to the judgment of the schools about the effectiveness of the Smokey House program, the Project now has affirmation of Smokey House effectiveness from former participants themselves. A 1990 survey compiled by Andrew Hahn, Professor and Associate Dean, the Florence Heller School, Brandeis University, shows that Smokey House succeeds in its mission of enabling young people to gain the education

and training that employers seek.

Smokey House was particularly keen to learn whether specific elements of the Smokey House program have made a difference in outcomes for youth for whom the adult world of school and community had virtually no expectations--an attitude almost perfectly mirrored in the picture these young people had of themselves. Smokey House was gratified with the findings.

Nearly 90% of former Smokey House crew members who responded to the survey have full-time jobs. The remainder are employed part-time or are still in school. When asked to make the connection between their lives today and their stay at SHP, 98% of former crew members surveyed reported that Smokey House has played a significant role in their development. Forty-five percent gave the program the highest possible rating and 53% considered it beneficial. And two-thirds of those interviewed felt that work at SHP was "better" than their high school experience.

The former crew members surveyed had not been academic achievers; indeed most were categorized as "at-risk" of dropping out prior to participation in the program. Yet over 80% of Smokey House participants over 18 have completed high school and a quarter of them have gone beyond. Eighteen

percent have already earned degrees (from two or four year colleges), another 7% are currently enrolled in post-secondary programs, and 8% are still in high school.

Smokey House Project's conviction about the value of work-based learning has remained constant, and the survey has shown it to have lasting value to participants. Dr. Hahn characterized Smokey House as "an exemplary laboratory" among youth programs in the U.S. "Guided by direct observation of young people and their development, SHP has never followed fads in youth employment training. The manageable size of the program is no accident." Dr. Hahn continues, "Young people are not clients in the Smokey House philosophy of adolescence and the program is not a bureaucracy designed merely to service them. Rather, Smokey House presents an unpretentious approach to youth programming built on years of carefully crafted experience." Dr. Hahn points out that the practical design of the Smokey House program resembles the widely acclaimed German apprenticeship system in its emphasis on developing responsible individuals through worksite training under the direct supervision of a skilled adult. Dr. Hahn concludes that "Smokey House Project is a timely and well-designed model. Its success in worksite training makes it a leader in an arena of particular interest to business and to government policy-makers in the youth employment field. The population which SHP serves--economically and

academically disadvantaged youth--makes the program a prime model for policy-makers and program managers interested in changing outcomes for this growing group of potential members of the workforce."

REPLICATION

During the past twelve years, successful replications of the program in the South Bronx and Dutchess County, New York demonstrate that the Smokey House "laboratory" has produced a program that works for non-achieving adolescents, whether they live in rural Vermont, the South Bronx, or middle-sized communities like Poughkeepsie which is home to both minority and majority group disadvantaged young people. Moreover, many basic program elements pioneered by Smokey House (such as real work for pay, small crew size and focus on attaining high school graduation) have been widely adapted by youth employment programs from Connecticut to California.

Although elements of the Smokey House program have been put into practice in many other places, SHP's underlying concepts about learning in adolescence are only now beginning to gain wider acceptance. Four examples are so familiar to SHP that by now they seem obvious, but this is only beginning to be the case elsewhere: 1) in the earliest stage of life, learning fails to take place in the absence of relationship:

similarly, during adolescence, former non-achievers (especially those who missed out on a supportive family structure) are fully able to learn in the presence of an on-going, task-based relationship with a knowledgeable adult; 2) learning styles vary: a youth who does not succeed in the classroom usually has little trouble learning in direct connection with real work; 3) youth performance generally mirrors adult expectations: low expectation almost guarantees low achievement; 4) low achievement inevitably spells low regard by adults: the result is weak self-image with its concomitant fear of trying, or outright refusal to tackle learning.

EDUCATION

In 1991 a group of Rutland business people, educators and other professionals embarked on a program to re-structure education and immediately enlisted assistance from Smokey House Project. After creating the Rutland Collaborative, an organizational framework that includes business, industry, school district superintendents and Smokey House Project, the first practical step was development of a pilot youth apprenticeship program. Spearheaded by Smokey House working in tandem with General Electric (Rutland's largest employer), the school-year program was launched in early 1992. Of the six high school seniors (barely employable and by no means

college bound) who participated in the demonstration, five completed the course and, as a direct result of experience with the workplace, two of these students set their sights on higher education. Despite a severe recession economy, six more employers have now joined the program.

Smokey House staff acts as chair of the committee charged with developing this path-breaking "para-apprenticeship" program. In addition to participation in the Rutland Collaborative, Smokey House is an active Board member of two statewide, business groups concerned with restructuring education. Thus, SHP's 18 year experience with successful work-based learning has led to a new local and statewide role and to an opportunity to foster active learning in Rutland area classrooms and elsewhere in Vermont.

Smokey House's first experience in working in a school with classroom teachers began this fall at the urgent request of a neighboring elementary school. Teachers saw 12 and 13 year olds who were not progressing in the classroom but who were too young to join the Smokey House program. In cooperation with the principal and superintendent, SHP helped design, and now staffs, a pilot program at the school to engage these younger children in work-based learning. Reports ranging from State Board of Education monitors to parents themselves pronounce the program a real success.

The Smokey House work-based learning program has also proven to have direct application for urban youth who are engaged with crew leaders in non-agricultural activity: community service in Dutchess County, New York and weatherizing of low income apartment buildings in New York City's South Bronx. In addition, many aspects of the Smokey House program have been adapted by youth corps from Connecticut to California.

Meanwhile, what of the young people themselves? The landmark 1988 Grant Commission study, "The Forgotten Half," pointed up the unacceptable waste of our human resources through an education system too often unresponsive and devoid of high expectations for youth. In 1990, Stephen Hamilton's Apprenticeship for Adulthood stated, "Learning to work is learning to become an adult." Hamilton described in detail not only the apprenticeship systems of western Europe, but the dynamics of adolescence--human growth--that are well served in such programs. He looked at the economic imperatives of these arrangements; he also looked at 16-18 year old students and the impressive results of their relationship with competent, committed adults with whom they are directly engaged in work and learning.

Groundwork has also been laid by the new academic breed,

"cognitive scientists." Led by, among others, Sue Berryman and Linda Darling-Hammond at Columbia University's Teacher's College, this group has been examining the actual ways in which children learn. Their findings confirm what Smokey House Project has long practiced--all children can learn if they are given challenges that are real and are led by adults who believe children can learn and expect them to do so.

John Dewey would not have been surprised that painstaking study and analysis by the cognitive scientists provides scientific underpinnings for his philosophy of learning by doing. With important refinements by modern educators, the new term of art is "active learning." And the late 20th century challenge is to enable our teachers to engage our children in active learning as a means of insuring that children learn at a high level and that no child is left behind. The challenge is the same for adolescents who have not yet become engaged in learning what employers and everyone else recognizes they need to know in order to take their place in the workforce. But instead of relying on only blackboards and text books, effective "teachers" will increasingly use actual work as the basis for problem-solving, application of reading, writing, computing and higher order thinking skills to change outcomes for these youth. Equally important in the eyes of many will be two other outcomes: an informed and active citizenry befitting a

great democracy, and far more readiness for higher education.

November 1992

**PHOTOCOPY
PRESERVATION**

SCANS AND BEYOND

At the core of an apprenticeship "system" is a set of national or by-industry standards for certification. "They are a guiding point for organizing a program and maintaining quality," says Stephen Hamilton of Cornell University's Youth and Work Program. "They also give young people goals." A stringent skill certification system is critical, says Sue Berryman, former director of the Institute on Education and the Economy who is now with the World Bank, "no matter if apprenticeships are school-based or work-based."

Apparently, such a certification system is in the making. The most publicized effort has been that of the Bush Administration initiative—the Secretary's Commission on Achieving Necessary Skills, or SCANS. Its report, released in June 1991, calls for all high school students to develop a set of higher competencies and that these standards for high performance be geared to those of the country's most competitive companies.

Among the five categories of competencies seen as basic for workers of the future is that of technology. Education should prepare entering workers to be able to select the proper equipment and tools, apply technology to specific tasks, and maintain and troubleshoot technologies, SCANS says.

Without reference to the SCANS effort, both Secretary of Labor Robert Reich and Secretary of Education Richard Riley have testified for a Clinton Administration proposal—a National Skill Standards Board. Its work would parallel that of a national education standards board, continuing efforts already under way to rewrite the curricula for K-12 schooling.

According to Reich, the board "would unite representatives of business, labor, education, and others with a stake in the development of the American work force and the expertise to contribute." He sees skill standards as "the cornerstone of our work force development system." They would be

voluntary; designed with private sector leadership in order to incorporate the best of what is known about top-quality competency and performance; knit together work already carried out in industry, the states, or the education system; and be inclusive and free from gender, racial, or other bias.

Presumably, this National Skill Standards Board will take steps beyond the SCANS recommendation for experiments and demonstrations. One effort, however, already is setting the pace for others. The Fort Worth Independent School

District decided that "tinkering" with its education program would not be enough to assure its graduates could be absorbed into increasingly high-tech jobs in the area. "Today's schools are better than they used to be—at what they used to do," Superintendent Don Roberts told education and business leaders. But in order to be what they should be, schools need to link with real-world applications.

Working with the local Chamber of Commerce, the school district developed a strategy to find out what skills students would need. Literally thousands of employees from 300 companies and community organizations analyzed nearly 800 jobs in the area. The levels of proficiency identified have been used to help teachers redesign their curricula and their teaching strategies.

This partnership with the community—known as C-3 for community, corporations, and classrooms—has led to Applied Learning at schools in which students work in teams and learn by doing; and Vital Link, a job shadowing program that involved 2,000 students during the 1992-93 school year in five half-day sessions with their teachers at local workplaces. Further, the school district is moving to replace simple field trips to work sites with hands-on internships for students.

—Anne Lewis

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EDUCATION DAILY

Special Supplement

Vol. 26, No. 124
Tuesday, June 29, 1993

Budget Tables

The tables below compare the fiscal 1994 Education Department spending plan the House Appropriations Committee passed last week, H.R. 2518, with President Clinton's budget proposal and fiscal 1991-93 appropriations (ED, June 28). The \$31.4 billion total includes costs associated with the Family Education Loan program that were not reflected in the committee's bill or in the June 25 Education Daily story on it.

EDUCATION DEPARTMENT	1991 Appropriations	1992 Appropriations	1993 Appropriations	1994 President's Proposal	1994 House Committee Proposal
(dollars in thousands)					
ELEMENTARY AND SECONDARY EDUCATION					
Programs for Disadvantaged Students (ESEA I Chapter 1)					
Basic grants (Part A)	\$5,001,910	\$5,524,310	\$5,449,925	\$5,800,000	\$5,597,000
Concentration grants	555,767	609,930	675,998	700,000	694,000
Capital expenses for private schoolchildren	36,108	40,054	39,734	39,734	39,734
Even Start (Part B)	49,770	70,000	89,123	110,000	89,123
State agency programs (Part D)					
Migrants	294,592	308,298	302,773	310,948	302,773
Neglected and delinquent	36,108	36,054	35,407	36,363	35,407
State administration	59,139	61,820	60,712	60,712	60,712
State program improvement grants	14,785	25,125	25,933	25,933	25,933
Evaluation and technical assistance	13,175	15,088	14,036	13,100	13,100
Rural technical assistance centers	4,463	5,000	4,960	2,980	2,980
Subtotal, Chapter 1	6,065,817	6,695,679	6,698,601	7,099,770	6,860,762
High school equivalency program for migrants	7,807	8,310	8,161	8,161	8,161
College assistance migrant program	1,952	2,265	2,224	2,224	2,224
Subtotal, Compensatory Ed	6,075,576	6,706,254	6,708,986	7,110,155	6,871,147
School Assistance In Federally Affected Areas (Impact Aid)					
Maintenance and operations (P.L. 81-874)					
Payments for "A" children	578,532	570,540	567,080	600,000	630,000
Payments for "B" children	121,624	124,626	123,629	61,800	123,629
Payments for federal property	16,590	16,590	16,293	8,000	16,293
Payments for heavily affected districts	22,000	30,000	29,462	16,000	29,462
Payments related to base closing	1,952	1,952	1,786	—	1,786
Subtotal, Maintenance and Operations	740,698	743,708	738,250	685,800	801,170

(more)

KEY TO EDUCATION LAWS

HEA -- Higher Education Act

CRA -- Civil Rights Act

VEA -- Vocational, Applied Technology Education Act

GEPA -- General Education Provisions Act

H-S ESSIA -- Hawkins/Stafford Elementary and Secondary School Improvement Amendments

IDEA -- Individuals with Disabilities Education Act

RA -- Rehabilitation Act

AEA -- Adult Education

ESEA -- Elementary and Secondary Education Act

Reich Says Teachers Will Have Big Role In School-To-Work Strategy

The nation's teachers may play the most critical role in what Labor Secretary Robert Reich promises will be an unprecedented attempt to incorporate workplace know-how into learning.

Conference Report

"The role of America's teachers in shaping the school-to-work transition system [is] fundamental," Reich said Friday during the American Federation of Teachers' annual conference in Washington, D.C.

The key to moving students into high-skills, high-wage jobs is linking the classroom to the workplace, he said, "and the key to that linkage is the American teaching profession."

Reich said President Clinton soon will release his proposal for a national school-to-work transition system that will feature vocational and apprenticeship programs to integrate academics and job skills. Such a system, he said, will require that teachers rethink the way lessons are delivered.

Workplace-focused teaching will benefit students, he said, but it will aid teachers as well.

"The best and brightest educators will thrive in

a learning environment where the walls of the workplace have been replaced by with windows to the world of work," Reich told the nearly 2,500 AFT delegates gathered for his speech.

Change Factors

Reich said educators must grasp the consequences several factors that are bringing about a new world economy:

- The collapse of Communism in Europe, which "liberated" millions of people, adding to the glut of workers competing for good jobs;
- The partial disarmament of most large nations, freeing military funds for education and other domestic causes;
- The rapid advance of information technology that renders some manufacturing obsolete; and
- Rapid modernization, which has pushed third-world economies into the global marketplace.

Only a new strategy that bolsters work skills--and focuses education and training on expanding industries--will reverse America's slide, he said. --Dave Harrison

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
Washington, D.C. 20503

URGENT

July 16, 1993

LEGISLATIVE REFERRAL MEMORANDUM

LRM #D-300
DRAFT #153

TO: Legislative Liaison Officer -

EDUCATION - John Kristy - (202)401-2670 - 207
HHS - Frances White - (202)690-7760 - 328
INTERIOR - Ralph Hill - (202)208-6706 - 329
JUSTICE - Sheila F. Anthony - (202)514-2141 - 217
COMMERCE - Michael A. Levitt - (202)482-3086 - 324
TREASURY - Richard S. Carro - (202)622-1146 - 228
CEA - Francine Obermiller - (202)395-5036 - 242
NEC - Sonia Mathews - (202)456-6722 - 429
ONDCP - David Rivait - (202)467-9870 - 257
SBA - Christine Swedin - (202)205-6702 - 315
OGE - Jane Ley - (202)523-5377 - 261

FROM: JANET R. FORSGREN (for) *Janet R. Forsgren*
Assistant Director for Legislative Reference

OMB CONTACT: Chris MUSTAIN (395-3923)
Secretary's line (for simple responses): 395-7362

SUBJECT: LABOR Draft Bill Career Pathways Act of 1993

DEADLINE: 11:00 AM July 20, 1993

COMMENTS: We understand that the President may be announcing the bill as early as Wednesday, July 21st. THEREFORE, WE MUST ASSUME NO COMMENT IF WE DO NOT HEAR FROM YOU BY THE ABOVE DEADLINE. In addition, please note that the bill contains two alternatives for section 5. Interested parties should indicate the preferable alternative or suggest amendment.

OMB requests the views of your agency on the above subject before advising on its relationship to the program of the President, in accordance with OMB Circular A-19.

Please advise us if this item will affect direct spending or receipts for purposes of the the "Pay-As-You-Go" provisions of Title XIII of the Omnibus Budget Reconciliation Act of 1990.

CC:

Belle Sawhill
Barbara Selfridge
Larry Matlack
Maureen Walsh
Tom Arthur-sec.505
Barry White
Cynthia Brown
Bayla White
Angela Antonelli
Dan Chenok
Bob Darius

Joe Minarik
Howard Paster
Cookie Walden
Bill Galston
Clarissa Cerda
Greg Simon
Jim Kohlenberger
Connie Bowers
Delphine Motley
Janet Forsgren

DRAFT

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 draft bill, entitled the "School-to-Work Transition Act of 1993". This proposal would establish a national framework for the development of School-to-Work systems in all States. The School-to-Work systems would provide high-quality learning programs that would assist America's youth in making the transition from high school to the workplace, and help them to become valuable and productive members of the workforce.

The United States is the only industrialized nation that lacks a comprehensive and coherent system to help its youth acquire the knowledge, skills, abilities, and information about the labor market that are necessary for an effective transition from high school to career-oriented work or to further education and training. The lack of such a comprehensive system is one of the reasons why many of America's high school students enter the workforce without the basic academic and occupational skills necessary for the changing workplace. The School-to-Work Transition Act directly addresses these problems for all students, and assists low-achieving youth and students who have dropped out of school. Enactment of the proposal will also encourage the business, academic, and labor communities to become active partners in the development of a coherent transition system that links school and work in a program of contextual learning and work experience.

This legislation does not seek to build the system by means of a top-down, one-size-fits-all Federal solution. Rather, through the use of Federal venture capital, State and local creativity will be stimulated to achieve the national goals proposed in the School-to-Work Transition Act. Statewide systemic reform will be promoted by building on and enriching the most promising school-to-work transition programs now in place.

States and local communities will plan and develop their own School-to-Work programs, which will reflect local needs and considerations through the creation of partnerships. Partnerships would be responsible for the administration of local School-to-Work programs, and would include secondary and postsecondary educational institutions, employers, and labor organizations, and may include other groups, such as non-profit

or community-based organizations, and parent and teacher organizations.

Although comprehensive and national in scope, the framework established by this legislation provides flexibility for States and local communities to customize their program to address labor market demands, community conditions, and other local considerations. This approach permits the States and local communities to design School-to-Work programs that will be most effective in helping local youths make the transition from school to the workplace, and encourage them to reach high levels of academic achievement.

This proposal operates on the premise that the whole of a student's education can be greater than the sum of its parts. Students in the program will begin participating in the School-to-Work system when they enter their last two years of high school. At that time, students will select their career major, which is a coherent set of courses that prepares them for first jobs or entry into postsecondary degree or training programs. The program will combine academic and vocational learning, integrate school-based and work-based learning, and establish linkages between secondary and postsecondary education. This integration of instruction and learning will enhance the preparation of the student for employment. A student who successfully completes the School-to-Work program will be awarded a high school diploma, a two-year college degree, if appropriate, and a skill certificate. The skill certificate, a portable credential, will certify that the student has mastered the appropriate skills at levels that are as challenging as skill standards endorsed by the National Skill Standards Board, which would be established by the Goals 2000: Educate America Act.

The integration of work-based learning and school-based learning is fundamental to enhanced preparation. The work-based learning component of a School-to-Work program is modeled after the time-honored apprenticeship concept, and it combines theoretical instruction with structured on-the-job training. School-based learning includes a program of study designed to meet high academic content standards suitable for a student's chosen career path or for further study at the postsecondary level. The union of these learning approaches will be effective in engaging student interest, enhancing skill acquisition, and preparing youth for high-skill, high-wage careers.

Federal assistance to the States, local communities, and partnerships in developing the School-to-Work programs will be available in several ways. First, the Federal Government will invest venture capital in these initiatives by providing grants to State and local programs. These grants will be administered jointly by the Secretaries of Labor and Education. Second, the Secretaries will be given authority to waive specified laws and

regulations, to permit funds authorized under those laws to be applied more effectively toward School-to-Work purposes. Third, the Secretaries will sponsor research and development, establish a program of experimental and demonstration projects, and develop a system of performance measures for assessing State and local programs, to ensure the greatest benefit from these programs. In addition, the Secretaries will provide training and technical assistance in order to assist in the implementation of effective School-to-Work programs.

In sum, the School-to-Work proposal will significantly encourage youth to stay in school or return to school and assist them in making the transition from education to the workplace to become valuable and productive members of the workforce. We urge the Congress to give the draft bill prompt and favorable consideration.

The Office of Management and Budget advises that there is no objection to the transmittal of this draft 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

SOL:RWHanson:7/15/93
Rm N2428:FPB:219-8065

DRAFT
JULY 15, 1993

A BILL

To establish a national framework for the development of School-to-Work 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 Transition 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 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 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 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. Certain State laws not preempted by ERISA.
- Sec. 506. Authorization of appropriations.
- Sec. 507. Acceptance of gifts, and other matters.
- Sec. 508. Effective date.

1 **SEC. 2. FINDINGS.**

2 Congress finds that—

3 (1) three-fourths of America's high school

4 students enter the workforce without baccalaureate

1 college degrees, and many do not possess the
2 academic and entry-level occupational skills
3 necessary to succeed in the changing workplace or
4 further education;

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

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

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

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

1 with school-based learning, can be very effective
2 in engaging student interest, enhancing skill
3 acquisition, and preparing youth for high-skill,
4 high-wage careers; and

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

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

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

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

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

25 (3) use Federal funds under this Act as
26 venture capital, to underwrite the initial costs

1 of planning and establishing statewide School-to-
2 Work systems that will be maintained with other
3 Federal, State, and local resources;

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

11 (5) help students in attaining high academic
12 and occupational standards;

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

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

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

1 enriched learning experiences and assistance in
2 obtaining good jobs; and

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

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

10 (1) affords a substantial degree of State and
11 local discretion in establishing and implementing
12 School-to-Work systems and programs; and

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

19 **SEC. 4. DEFINITIONS.**

20 As used in this Act—

21 (1) the term "all aspects of an industry"
22 means, with respect to a particular industry that
23 a student is preparing to enter, at a minimum,
24 planning, management, finances, technical and
25 production skills, underlying principles of
26 technology, labor and community issues, health and

1 safety, and environmental issues related to that
2 industry;

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

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

21 (A) typically includes two years of
22 secondary school and one or two years of
23 postsecondary education and training.

24 (B) integrates academic and occupational
25 learning, integrates school-based and work-
26 based learning, and establishes linkages

1 between secondary and postsecondary
2 education;

3 (C) prepares individuals for employment
4 in broad occupational clusters or industry
5 sectors; and

6 (D) results in the award of a high
7 school diploma, a two-year college degree, if
8 appropriate, and a skill certificate; and

9 (5) the term "employer" means both public and
10 private employers;

11 (6) the term "Governor" means the chief
12 executive of a State;

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

17 (8) the term "partnership" means a local
18 entity that is responsible for local School-to-
19 Work programs, and that consists of public
20 secondary and postsecondary education institutions
21 or agencies, employers, and labor organizations or
22 employee representatives as defined in section
23 403(c)(1)(B) of the Goals 2000: Educate America
24 Act, and may include other entities, such as non-
25 profit or community-based organizations, community
26 rehabilitation programs, registered apprenticeship

1 agencies, local vocational education entities,
2 local government agencies, parent and teacher
3 organizations, and private industry councils
4 established under the Job Training Partnership
5 Act;

6 (9) the term "postsecondary education
7 institution" means a public or private nonprofit
8 institution that is authorized within a State to
9 provide a program of education beyond secondary
10 education, including a community college, a
11 technical college, a postsecondary vocational
12 institution, or a tribally controlled community
13 college;

14 (10) the term "registered apprenticeship
15 agency" means either the Bureau of Apprenticeship
16 and Training in the U.S. Department of Labor or a
17 State apprenticeship agency recognized and
18 approved by the Bureau of Apprenticeship and
19 Training as the appropriate body for State
20 registration or approval of local apprenticeship
21 programs and agreements for Federal purposes;

22 (11) the term "Secretaries" means the
23 Secretary of Education and the Secretary of Labor;

24 (12) the term "skill certificate" means a
25 portable, industry-recognized credential issued by
26 a School-to-Work program under an approved plan,

1 that certifies that a student has mastered skills
2 at levels that are as challenging as skill
3 standards endorsed by the National Skill Standards
4 Board established under title IV of the Goals
5 2000: Educate America Act, except that until such
6 skill standards are developed, the term "skill
7 certificate" means a credential issued under a
8 process described in the State's School-to-Work
9 plan;

10 (13) the term "State" means each of the
11 several States, the District of Columbia, and the
12 Commonwealth of Puerto Rico; and

13 (14) the term "workplace mentor" means an
14 employee at the workplace who possesses the skills
15 to be mastered by a student, and who instructs the
16 student, critiques the student's performance,
17 challenges the student to perform well, and works
18 in consultation with classroom teachers.

19 **SEC. 5. FEDERAL ADMINISTRATION.**

20 Alternative 1

21 Notwithstanding any provision of law specifically
22 pertaining to the organization or administrative
23 operations of either the Department of Education or the
24 Department of Labor, the Secretaries jointly shall
25 administer the programs established by this Act, and
26 may issue, in accordance with 5 U.S.C. 553, procedures,

1 guidelines, and regulations they deem necessary and
2 appropriate to administer and enforce the provisions of
3 this Act.

4 Alternative 2

5 Notwithstanding any provision of the Department
6 of Education Organization Act, 20 U.S.C. 3401 et seq.,
7 or the General Education Provisions Act, 20 U.S.C. 1221
8 et seq., the Secretaries jointly shall administer the
9 programs established by this Act, and may issue, in
10 accordance with 5 U.S.C. 553, procedures, guidelines,
11 and regulations they deem necessary and appropriate to
12 administer and enforce the provisions of this Act.

13 **TITLE I—SCHOOL-TO-WORK BASIC PROGRAM**

14 **COMPONENTS**

15 **SEC. 101. GENERAL PROGRAM REQUIREMENTS.**

16 A School-to-Work program under this Act shall—

17 (1) integrate work-based learning and school-
18 based learning, as provided for in section 102 and
19 section 103;

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

23 (3) incorporate the basic program components
24 provided in sections 102 through 104.

1
2 **SEC. 102. WORK-BASED LEARNING COMPONENT.**

3 The work-based learning component of a School-to-
4 Work program shall include—

5 (1) a planned program of job training or
6 experiences, including skills to be mastered at
7 progressively higher levels, that are relevant to
8 a student's career major;

9 (2) paid work experience;

10 (3) workplace mentoring;

11 (4) instruction in general workplace
12 competencies; and

13 (5) instruction in all aspects of an
14 industry.

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

16 The school-based learning component of a School-
17 to-Work program shall include—

18 (1) career exploration and counseling in
19 order to help students identify, and select or
20 reconsider, their interests, goals, and career
21 majors;

22 (2) selection by the student of a career
23 major not later than the beginning of the 11th
24 grade;

25 (3) a program of study designed to meet the
26 same challenging academic standards established by

1 States for all students under the Goals 2000:
2 Educate America Act, and to meet the requirements
3 necessary for a student to earn a skill
4 certificate; and

5 (4) periodic evaluations to identify academic
6 strengths and weaknesses of students and to
7 identify the need for additional learning
8 opportunities to master core academic skills.

9 **SEC. 104. CONNECTING ACTIVITIES COMPONENT.**

10 The connecting activities component of a School-
11 to-Work program shall include—

12 (1) matching students with employers' work-based
13 learning opportunities;

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

16 (3) providing assistance to students, who have
17 completed the program, in finding an appropriate job,
18 continuing their education, or entering into an
19 additional training program;

20 (4) providing technical assistance and services in
21 designing work-based learning components and counseling
22 and case management services, and in training teachers,
23 workplace mentors, and counselors;

24 (5) collecting and analyzing information regarding
25 post-program outcomes of all students who participate
26 in the School-to-Work program; and

1 (6) linking youth development activities under
2 this Act with company strategies for upgrading the
3 skills of their workers.

4 **TITLE II SCHOOL-TO-WORK SYSTEM DEVELOPMENT**
5 **AND IMPLEMENTATION GRANTS TO STATES**

6 **Subtitle A—State Development Grants**

7 **SEC. 201. PURPOSE.**

8 The purpose of this subtitle is to assist States
9 in planning and developing comprehensive, statewide
10 systems for school-to-work transition.

11 **SEC. 202. STATE DEVELOPMENT GRANTS.**

12 (a) IN GENERAL.— Upon the application of a State
13 the Secretaries may award a development grant to a
14 State in such amounts as the Secretaries determine are
15 necessary to enable the State to complete development
16 of a comprehensive, statewide School-to-Work system
17 that may have begun with funds awarded under other
18 authority prior to the enactment of this Act, except
19 that a development grant under this subtitle may not
20 exceed \$1,000,000 in any fiscal year.

21 (b) APPLICATION CONTENTS.— The application for a
22 development grant shall—

23 (1) include an estimate of the timetable and
24 amount of funding needed to complete the planning
25 and development necessary to implement a

1 comprehensive, statewide School-to-Work system;

2 (2) describe how the Governor, the chief
3 State school officer, the State agency officials
4 responsible for postsecondary education, job
5 training and employment, and economic development,
6 and other appropriate officials will collaborate
7 in the planning and development of the State
8 School-to-Work system;

9 (3) describe how the State will enlist the
10 active and continued participation in the planning
11 and development of the statewide School-to-Work
12 system of employers and other interested parties
13 such as secondary and postsecondary educational
14 institutions or agencies, business associations,
15 employees, labor organizations or associations
16 thereof, teachers, students, parents, community-
17 based organizations, rehabilitation agencies,
18 registered apprenticeship agencies, local
19 vocational educational agencies, and local elected
20 officials;

21 (4) describe how the State will coordinate
22 its planning activities with any local School-to-
23 Work program that has received a grant under title
24 III of this Act;

25 (5) designate a fiscal agent to receive and
26 be accountable for funds awarded under this

1 subtitle; and

2 (6) include such other information as the
3 Secretaries may require.

4 (c) STATE DEVELOPMENT ACTIVITIES.— Funds awarded
5 under this section shall be expended by a State only
6 for activities undertaken to develop a statewide
7 School-to-Work system, and such activities may include—

8 (1) identifying or establishing an
9 appropriate State structure to administer the
10 School-to-Work system;

11 (2) identifying or establishing broad-based
12 partnerships among employers, labor, education,
13 government, and other community organizations to
14 participate in the design, development, and
15 administration of School-to-Work programs;

16 (3) developing a marketing plan to build
17 consensus and support for School-to-Work programs;

18 (4) designing challenging curricula;

19 (5) developing a State process for issuing
20 skill certificates that take into account the work
21 of the National Skill Standards Board established
22 under title IV of the Goals 2000: Educate America
23 Act;

24 (6) developing a system for labor market
25 analysis and strategic planning for local
26 targeting of industry sectors or broad

1 occupational clusters;

2 (7) analyzing the post high school employment
3 experiences of recent high school graduates and
4 dropouts;

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

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

11 (10) initiating pilot programs for testing
12 key components of State program design; and

13 (11) preparing the plan required for
14 submission of an application of an Implementation
15 Grant under subtitle B.

16 Subtitle B— State Implementation Grants

17 SEC. 211. PURPOSE.

18 The purpose of this subtitle is to assist States
19 in the implementation of comprehensive, statewide
20 School-to-Work systems.

21 SEC. 212. STATE IMPLEMENTATION GRANTS.

22 (a) ELIGIBILITY AND APPLICATION.— A State may
23 apply to the Secretaries for an implementation grant by
24 submitting an application that contains—

25 (1) a plan for a comprehensive, statewide
26 School-to-Work system that meets the content

1 requirements provided in subsection (b);

2 (2) a description of how the State will
3 allocate funds under this Act to local School-to-
4 Work partnerships;

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

9 (4) such other information as the Secretaries
10 may require.

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

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

15 (2) describe how the State will stimulate and
16 support local School-to-Work programs that meet
17 the requirements of this Act, and how the State's
18 system will be expanded over time to cover all
19 geographic areas in the State;

20 (3) describe the procedure by which the
21 Governor, the chief State school officer, the
22 State agency officials responsible for
23 postsecondary education, job training and
24 employment, and economic development, and other
25 appropriate officials will collaborate in the
26 implementation of the State School-to-Work system;

1 (4) describe the procedure for obtaining the
2 active and continued involvement in the statewide
3 School-to-Work system of employers and other
4 interested parties such as secondary and
5 postsecondary educational institutions or
6 agencies, business associations, employees, labor
7 organizations or associations thereof, teachers,
8 students, parents, community-based organizations,
9 rehabilitation agencies, registered apprenticeship
10 agencies, local vocational educational agencies,
11 and local elected officials;

12 (5) describe how the School-to-Work system
13 will coordinate the use of education and training
14 funds from State and private sources with funds
15 available from such related Federal programs as
16 the Adult Education Act (20 U.S.C. 1201 et seq.),
17 the Carl D. Perkins Vocational and Applied
18 Technology Education Act (20 U.S.C. 2301, et
19 seq.), the Elementary and Secondary Education Act
20 of 1965 (20 U.S.C. 2701 et seq.), the Family
21 Support Act of 1988 (42 U.S.C. 602 note, 606
22 note), the Goals 2000: Educate America Act, the
23 Individuals with Disabilities Education Act (20
24 U.S.C. 1400 et seq.), the Job Training Partnership
25 Act (29 U.S.C. 1501 et seq.), the National
26 Apprenticeship Act (29 U.S.C. 50 et seq.) and the

1 Rehabilitation Act of 1973 (29 U.S.C. 701 et
2 *seq.*);

3 (6) describe the resources, including private
4 sector resources, the State intends to employ in
5 maintaining the School-to-Work system when funds
6 under this Act are no longer available;

7 (7) describe the State's plan for ensuring
8 that all students have an equal opportunity to
9 participate in School-to-Work programs;

10 (8) describe the State's plan for ensuring
11 that young women will have equal opportunity to
12 participate in School-to-Work programs in a manner
13 that leads to employment in high-performance,
14 high-paying jobs, including jobs in which women
15 have been traditionally under represented;

16 (9) describe how the State will ensure that
17 equal opportunities to participate in School-to-
18 Work programs will be made available to low-
19 achieving students and former students who have
20 dropped out of school;

21 (10) describe the State's process for
22 assessing the skills and knowledge required in
23 career majors, and awarding skill certificates
24 that take into account the work of the National
25 Skill Standards Board established under title IV
26 of the Goals 2000: Educate America Act;

1 (11) describe the manner in which the State
2 will, to the extent practicable, continue and
3 incorporate programs funded under section 302 of
4 this Act in the State School-to-Work system;

5 (12) describe the performance standards that
6 the State intends to meet; and

7 (13) designate a fiscal agent to receive and
8 be accountable for School-to-Work funds awarded
9 under this subtitle.

10 (c) The Secretaries shall submit each application
11 to a peer review process whereby they shall determine
12 whether to approve the State's School-to-Work plan and,
13 if such determination is affirmative, further determine
14 whether to take one or a combination of the following
15 actions—

16 (1) award an implementation grant;

17 (2) approve the State's request, if any, for
18 waivers in accordance with the procedures in title
19 V of this Act; and

20 (3) inform the State of the opportunity to
21 apply for further development funds, except that
22 further development funds will not be awarded to a
23 State that receives an implementation grant.

24 (d) AMOUNT OF GRANT— The Secretaries shall
25 establish the minimum and maximum amounts available for
26 an implementation grant, and shall determine the actual

1 amount granted to any State based on such criteria as
2 the scope and quality of the plan and the number of
3 projected program participants.

4 (e) STATE IMPLEMENTATION ACTIVITIES.— Funds
5 awarded under this section shall be expended by a State
6 only for activities undertaken to implement the State's
7 School-to-Work system, and such activities may
8 include—

9 (1) recruiting and providing assistance to
10 employers to provide work-based learning for
11 students;

12 (2) conducting outreach activities to promote
13 and support collaboration in School-to-Work
14 programs by businesses, labor organizations, and
15 other organizations;

16 (3) providing training for teachers,
17 employers, workplace mentors, counselors, and
18 others;

19 (4) providing labor market information to
20 local partnerships that is useful in determining
21 which high-skill, high-wage occupations are in
22 demand; and

23 (5) designing or adapting model school
24 curricula that can be used to integrate academic
25 and vocational learning, school-based and work-
26 based learning, and secondary and postsecondary

1 education.

2 (f) ALLOCATION OF FUNDS TO PARTNERSHIPS.— A State
3 shall award subgrants to partnerships according to
4 criteria established by the State that total no less
5 than 65 percent of the sums awarded to it under this
6 section in the first year, 75 percent of such sums in
7 the second year, and 85 percent of such sums in each
8 year thereafter.

9 (g) STATE SUBGRANTS TO PARTNERSHIPS.—

10 (1) APPLICATION.— A partnership that seeks a
11 State subgrant for the administration of a local
12 program shall submit an application to the State
13 that—

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

18 (B) describes the proposed outcomes of
19 the plan;

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

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

25 (2) ALLOWABLE ACTIVITIES.— A partnership
26 shall expend funds awarded under this section only

1 for activities undertaken to carry out School-to-
2 Work programs as defined in this Act, which may
3 include such activities as—

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

8 (B) establishing consortia of employers
9 to support the School-to-Work program and
10 provide access to jobs;

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

16 (D) establishing in schools
17 participating in a School-to-Work program a
18 graduation assistance program to assist at-
19 risk and low-achieving students in graduating
20 from high school and, thereafter, in finding
21 and advancing in jobs, or in enrolling in
22 postsecondary education or training;

23 (E) designing or adapting school
24 curricula that can be used to integrate
25 academic and vocational learning, school-
26 based and work-based learning, and secondary

1 and postsecondary education;

2 (F) providing training to work-based and
3 school-based staff on new curricula, student
4 assessments, student guidance, and feedback
5 to the school regarding student performance;

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

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

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

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

22 **TITLE III—FEDERAL IMPLEMENTATION GRANTS TO**

23 **PARTNERSHIPS**

24 **SEC. 301. PURPOSE.**

25 The purposes of this subtitle are—

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

9 (2) to authorize the Secretaries to award
10 competitive grants that may be used in conjunction
11 with funds appropriated for the Youth Fair Chance
12 Program under title IV-H of the Job Training
13 Partnership Act, and other education and training
14 laws to implement School-to-Work programs in high
15 poverty areas of urban and rural communities to
16 provide support for a comprehensive range of
17 education, training, and support services for
18 youth residing in designated high poverty areas.

19 **SEC. 302. FEDERAL IMPLEMENTATION GRANTS TO**
20 **PARTNERSHIPS.**

21 (a) IN GENERAL.— The Secretaries may award
22 School-to-Work implementation grants to partnerships in
23 States that have not received an implementation grant
24 under section 212, according to competitive criteria
25 established by the Secretaries.

26 (b) APPLICATION PROCEDURE.— A partnership that

1 desires to receive a direct Federal grant under this
2 section shall submit an application to the Secretaries
3 in accord with procedures specified by the Secretaries,
4 but before the partnership submits the application to
5 the Secretaries it shall first submit the application
6 to the State for review and comment.

7 (c) APPLICATION CONTENTS.— The grant application
8 from a partnership shall include a plan for local
9 School-to-Work programs, that—

10 (1) describes how it will meet the
11 requirements of this Act;

12 (2) include the State's comments, if any;

13 (3) meet the content requirements for a State
14 plan that are specified in section 212(b)(3)
15 through (10);

16 (4) designate a fiscal agent to receive and
17 be accountable for funds under this section; and

18 (5) provide other information that the
19 Secretaries may require.

20 (d) CONFORMITY WITH APPROVED STATE PLAN.— The
21 Secretaries shall not award a grant under this section
22 to a partnership in a State that has an approved plan
23 unless the Secretaries determine that the plan
24 submitted by the partnership is in accord with the
25 approved State plan.

26 (e) IMPLEMENTATION ACTIVITIES.— Funds awarded

1 under this section shall be expended by a partnership
2 only for activities undertaken to implement School-to-
3 Work programs under this Act, including, but not
4 limited to, the activities specified in section
5 212(g)(2).

6 **SEC. 303. SCHOOL-TO-WORK PROGRAM GRANTS IN HIGH**
7 **POVERTY AREAS.**

8 (a) IN GENERAL.— From the funds reserved under
9 section 506(b), the Secretaries are authorized to award
10 grants to implement School-to-Work programs, that
11 include the basic program components and otherwise meet
12 the requirements of title I, in High Poverty Areas, as
13 provided in this section, of urban and rural
14 communities, in order to provide support for a
15 comprehensive range of education, training, and support
16 services for all youth residing in such areas, and the
17 Secretaries are authorized to award such grants
18 according to criteria established by the Secretaries,
19 except that the Secretaries shall not award a grant
20 under this section to a School-to-Work program unless
21 it is in accord with approved State and local plans, if
22 any.

23 (b) DEFINITION.— For purposes of this section,
24 the term "high poverty area" means an urban census
25 tract, a nonmetropolitan county, a Native American
26 Indian reservation, or an Alaska Native village, with a

1 poverty rate of 30 percent or more, as determined by
2 the Bureau of the Census.

3 (c) ALLOWABLE ACTIVITIES.— Funds awarded under
4 this section may be expended for activities such as
5 those that support school-based job specialists to
6 assist students in obtaining employment, and that
7 develop work-based learning opportunities for students.

8 TITLE IV—NATIONAL PROGRAMS

9 SEC. 401. RESEARCH, DEMONSTRATION, AND OTHER PROJECTS.

10 (a) IN GENERAL.— With funds reserved under
11 section 506(c), the Secretaries shall conduct research
12 and development and establish a program of experimental
13 and demonstration projects, to further the purposes of
14 this Act.

15 (b) ADDITIONAL USE OF FUNDS.— Funds reserved
16 under section 506(c) may also be used for programs or
17 services authorized under any other provision of this
18 Act that are most appropriately administered at the
19 national level and that will operate in or benefit more
20 than one State.

21 SEC. 402. PERFORMANCE OUTCOMES AND EVALUATION.

22 (a) IN GENERAL.— The Secretaries, in
23 collaboration with the States, shall by grants,
24 contracts, or otherwise, establish a system of
25 performance measures for assessing State and local
26 programs regarding—

1 (1) progress in development and
2 implementation of State plans that include the
3 basic program components, and otherwise meet the
4 requirements of title I;

5 (2) participation in School-to-Work programs
6 by schools, employers, and students;

7 (3) progress in developing and implementing
8 strategies for addressing the needs of in school
9 and out of school at-risk youth; and

10 (4) student outcomes, including—

11 (A) academic learning gains;

12 (B) staying in school and attaining a
13 high school diploma, skill certificate, and
14 college degree;

15 (C) placement and retention in further
16 education or training; and

17 (D) job placement, retention, and
18 earnings.

19 (b) EVALUATION.— The Secretaries shall conduct a
20 national evaluation of School-to-Work programs funded
21 under this Act that will track and assess the progress
22 of implementation of State and local programs and their
23 effectiveness.

24 (c) REPORTS.— States shall provide periodic
25 reports, at such intervals as the Secretaries
26 determine, on paragraphs (1) through (4) of subsection

1 (a).

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

3 (a) PURPOSE.— The Secretaries shall work in
4 cooperation with the States, schools, employers and
5 their associations, labor organizations, and community
6 organizations to increase their capacity to develop and
7 implement effective School-to-Work programs.

8 (b) AUTHORIZED ACTIVITIES.— The Secretaries shall
9 provide, through grants, contracts, or other
10 arrangements,—

11 (1) training, technical assistance, and other
12 activities that will:

13 (A) enhance the skills, knowledge, and
14 expertise of the personnel involved in
15 planning and implementing State and local
16 School-to-Work programs; and

17 (B) improve the quality of services
18 provided to individuals served under this
19 Act;

20 (2) assistance to States and partnerships in
21 order to integrate resources available under this
22 Act with resources available under other Federal,
23 State, and local authorities;

24 (3) assistance to States and partnerships to
25 recruit employers to provide the work-based
26 learning component of School-to-Work programs.

1 (c) PEER REVIEW.— The Secretaries may use funds
2 under section 506(c) for the peer review of State
3 applications and plans under section 212 and
4 applications under title III of this Act.

5 **TITLE V—GENERAL PROVISIONS**

6 **SEC. 501. STATE REQUEST AND RESPONSIBILITIES FOR A** 7 **WAIVER OF STATUTORY AND REGULATORY** 8 **REQUIREMENTS.**

9 (a) IN GENERAL.— A State with an approved plan
10 may, at any point during the development or
11 implementation of a School-to-Work program, request a
12 waiver of one or more statutory or regulatory
13 provisions from the Secretaries in order to further the
14 State's progress on a School-to-Work program.

15 (b) SUBMISSION OF APPLICATION.— A partnership
16 that seeks a waiver of any of the laws specified in
17 sections 502 and 503 shall submit an application for
18 such waiver to the State, and the State shall determine
19 whether to submit the application for a waiver to the
20 Secretaries.

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

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

(a) IN GENERAL.— (1) Except as provided in subsection (c), the Secretary of Education may waive any requirement of any statute listed in subsection (b) or of the regulations issued under such statute for a State that requests such a waiver—

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

(B) if the State has waived, or agrees to waive, similar requirements of State law; and

(C) if the State—

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

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

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

(3) Each waiver approved pursuant to this

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

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

9 (1) chapter 1 of title I of the Elementary
10 and Secondary Education Act of 1965, including the
11 Even Start Act;

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

14 (3) the Dwight D. Eisenhower Mathematics and
15 Science Education Act (title II, part A of the
16 Elementary and Secondary Education Act of 1965);

17 (4) the Emergency Immigrant Education Act of
18 1984 (title IV, part D of the Elementary and
19 Secondary Education Act of 1965);

20 (5) the Drug-Free Schools and Communities Act
21 of 1986 (title V of the Elementary and Secondary
22 Education Act of 1965); and

23 (6) the Carl D. Perkins Vocational and
24 Applied Technology Education Act.

25 (c) WAIVERS NOT AUTHORIZED.— The Secretary of
26 Education may not waive any statutory or regulatory

1 requirement of the programs listed in subsection (b)
2 relating to—

3 (1) the basic purposes or goals of the
4 affected programs;

5 (2) maintenance of effort;

6 (3) comparability of services;

7 (4) the equitable participation of students
8 attending private schools;

9 (5) parental participation and involvement;

10 (6) the distribution of funds to State or to
11 local educational agencies;

12 (7) the eligibility of an individual for
13 participation in the affected programs;

14 (8) any law respecting public health or
15 safety, labor standards, civil rights,
16 occupational safety and health, or environmental
17 protection; or

18 (9) prohibitions or restrictions relating to
19 the construction of buildings or facilities.

20 (d) TERMINATION OF WAIVERS.— The Secretary of
21 Education shall periodically review the performance of
22 any State or partnership for which the Secretary of
23 Education has granted a waiver and shall terminate the
24 waiver under this section if the Secretary determines
25 that the performance of the State, partnership, or
26 local educational agency affected by the waiver has

1 been inadequate to justify a continuation of the
2 waiver.

3 **SEC. 503. WAIVERS OF STATUTORY AND REGULATORY**
4 **REQUIREMENTS BY THE SECRETARY OF LABOR.**

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

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

16 (B) if the State has waived, or agrees
17 to waive, similar requirements of State law;
18 and

19 (C) if the State—

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

24 (ii) has submitted the comments of
25 the partnerships to the Secretary of
26 Labor.

1 (2) The Secretary of Labor shall act promptly
2 on any request submitted pursuant to paragraph
3 (1).

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

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

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

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

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

1 (4) part C, title II of the Job Training
2 Partnership Act (Youth Training Program), except
3 that section 263 (eligibility for services) shall
4 not be waived; and

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

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

14 (1) the basic purposes or goals of the
15 affected programs;

16 (2) the eligibility of an individual for
17 participation in the affected programs;

18 (3) the allocation of funds under the
19 affected programs;

20 (4) any law respecting public health or
21 safety, labor standards, civil rights,
22 occupational safety and health, or environmental
23 protection;

24 (5) maintenance of effort; or

25 (6) prohibitions or restrictions relating to
26 the construction of buildings or facilities.

1 (d) TERMINATION OF WAIVERS.— The Secretary of
2 Labor shall periodically review the performance of any
3 State or partnership for which the Secretary of Labor
4 has granted a waiver and shall terminate the waiver
5 under this section if the Secretary determines that the
6 performance of the State or partnership affected by the
7 waiver has been inadequate to justify a continuation of
8 the waiver.

9 **SEC. 504. SAFEGUARDS.**

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

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

16 (2) No School-to-Work program shall impair
17 existing contracts for services or collective
18 bargaining agreements, except that no program
19 under this Act that would be inconsistent with the
20 terms of a collective bargaining agreement shall
21 be undertaken without the written concurrence of
22 the labor organization and employer 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 participants are
24 afforded adequate supervision by skilled adult
25 workers, or, otherwise, to further the purposes of
26 this Act.

1 **SEC. 505. CERTAIN STATE LAWS NOT PREEMPTED BY ERISA.**

2 Section 514(a) of the Employee Retirement Income
3 Security Act of 1974, as amended, (29 U.S.C. 1144(a))
4 shall not apply to any State laws, to the extent that
5 such State laws are necessary to implement or carry out
6 the provisions of this Act and to the extent that such
7 State laws do not conflict with any right, requirement
8 or duty established under title I of the Employee
9 Retirement Income Security Act of 1974.

10 **SEC. 506. AUTHORIZATION OF APPROPRIATIONS.**

11 (a) AUTHORIZATION.— There are authorized to be
12 appropriated to the Secretaries \$500 million in fiscal
13 year 1995, \$500 million in fiscal year 1996, and such
14 sums as may be necessary in each of the six succeeding
15 fiscal years for allocations to carry out this Act.

16 (b) HIGH POVERTY AREAS.— The Secretaries may
17 reserve up to \$50 million in fiscal year 1995, under
18 this Act, to carry out section 303, which may be used
19 in conjunction with funds available under the Youth
20 Fair Chance Program, title IV-H of the Job Training
21 Partnership Act (29 U.S.C. 1671, et seq.).

22 (c) NATIONAL PROGRAMS.— The Secretaries may
23 reserve up to \$50 million in fiscal year 1995 and such
24 sums as they may deem necessary, under this Act, in
25 each of the six succeeding fiscal years to carry out
26 title IV.

1 (d) TERRITORIES.— The Secretaries may reserve up
2 to .25 percent for school-to work programs under this
3 Act for the territories of the United States, which are
4 the Virgin Islands, Guam, the Northern Mariana Islands,
5 American Samoa, the Federated States of Micronesia, the
6 Republic of the Marshall Islands, and Palau.

7 (e) NATIVE AMERICAN PROGRAMS.— The Secretaries
8 may reserve up to .25 percent of funds for School-to-
9 Work programs under this Act for Federally recognized
10 Indian tribes, bands, and groups and to other groups of
11 Native American descent.

12 (f) AVAILABILITY OF FUNDS.— Funds obligated in
13 any fiscal year under this Act shall remain available
14 until expended.

15 **SEC. 507. ACCEPTANCE OF GIFTS, AND OTHER MATTERS.**

16 The Secretaries are authorized, in carrying out
17 this Act, to accept, purchase, or lease in the name of
18 the Department of Labor or the Department of Education,
19 and employ or dispose of in furtherance of the purposes
20 of this Act, any money or property, real, personal, or
21 mixed, tangible or intangible, received by gift,
22 devise, bequest, or otherwise, and to accept voluntary
23 and uncompensated services notwithstanding the
24 provisions of section 1342 of title 31.

25

1 **SEC. 508. EFFECTIVE DATE.**

2 This Act shall take effect on the day of
3 enactment.

**STATEMENT IN EXPLANATION OF
THE SCHOOL TO WORK TRANSITION ACT OF 1993**

The School-to-Work Transition Act of 1993 would establish, through a program of grants and waivers, a national framework for the development of School-to-Work systems in all States in order to help youth make the transition from school to the workplace. The proposal would use Federal funds as venture capital to catalyze the formation of local community learning systems, 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 proposal 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 [ALTERNATIVE 1] provides that, notwithstanding any provision of law pertaining to the organization or administrative operations of either the Department of Education or the Department of Labor, the Secretaries shall administer the Act jointly, and that any regulations necessary shall be issued jointly under the Administrative Procedure Act, 5 U.S.C. 553. This section is necessary to assure that any joint regulations promulgated by the Secretaries will be subject to the same procedural requirements, and to assure that conflicting procedural and administrative rules that may apply to either the Department of Labor or the Department of Education will not impede the joint administration of the Act.

SECTION 5. [ALTERNATIVE 2] Provides that notwithstanding any provision of the Department of Education Organization Act, 20 U.S.C. 3401 et seq., or the General Education Provisions Act, 20 U.S.C. 1221 et seq., the Secretaries shall jointly administer the programs established by this Act, and may issue in accordance with 5 U.S.C. 553, procedures, guidelines, and regulations they deem necessary and appropriate to administer and enforce the provisions of this Act. This section is necessary to assure that any joint regulations promulgated by the Secretaries will be subject to the same procedural requirements.

TITLE I—SCHOOL-TO-WORK BASIC PROGRAM COMPONENTS

Section 101 contains the general requirements of a School-to-Work 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 section 102 through section 104.

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

Section 103 provides that the school-based learning component of a School-to-Work program shall include: (1) career exploration and counseling; (2) a career major; (3) a program of study suitable to the career major or to further postsecondary education; and (4) periodic evaluations.

Section 104 provides that the connecting activities component of a School-to-Work 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 postprogram assistance to students; (4) providing technical assistance and services in designing work-based learning components, case managing students, and training teachers, mentors, and counselors; (5) collecting and analyzing information regarding post-program outcomes of all students; and (6) linking youth development activities under this Act with company strategies for upgrading the skills of their workers.

TITLE II—SCHOOL-TO-WORK SYSTEM DEVELOPMENT**AND IMPLEMENTATION GRANTS TO STATES****Subtitle A—State Development Grants**

Section 201 provides that the purpose of subtitle A is to provide funding for States to continue to develop plans for comprehensive, statewide School-to-Work systems.

Section 202, subsection (a) provides that applications for State development grants may be made to the Secretaries of Labor and Education by a State, and that the Secretaries may award a grant in such amount as necessary, up to one million dollars in any fiscal year, for the State to complete planning and development of a comprehensive, statewide School-to-Work system.

Subsection (b) of section 202 sets forth the required contents of an application for a development grant as follows:

- (1) an estimate of funding necessary to complete plan development and an estimate of the time period during which the plan will be completed;
- (2) a description of the manner in which the Governor will collaborate with other State officials 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 programs;
- (4) a description of the method by which the State will coordinate its planning activities with any local School-to-Work program that has received a direct implementation grant under title III;
- (5) a designated 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 plan, and that such activities may include: (1) establishing State structures to administer the School-to-Work system; (2) establishing partnerships; (3) developing a marketing plan; (4) developing challenging curricula; (5) developing a State process for issuing skill certificates; (6) developing a labor market analysis system; (7) analyzing post-high school experiences of recent graduates and dropouts, and developing a method for performing a similar analysis of School-to-Work program participants; (8) promoting the active involvement of business in planning and developing local School-to-Work programs; (9) supporting local planning and development activities; (10) initiating pilot programs for testing key components of State program designs; and (11) preparing the plan required for submission of an application of an Implementation Grant.

Subtitle B—State Implementation Grants

Section 211 provides that the purpose of this subtitle is to provide for the award of School-to-Work implementation grants to States.

Section 212, subsection (a) provides that a State may apply for an implementation grant by submitting an application containing 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

partnerships; a request for waivers if the State decides to submit one; and any other information required by the Secretaries.

Subsection (b) of section 212 provides that a State School-to-Work plan, at a minimum, must contain: (1) a designation of geographical areas to be served by partnerships; (2) a description of how the State will stimulate and support local School-to-Work 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 Governor will collaborate with other State officials in the implementation of the State School-to-Work 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 system; (5) a description of how the State School-to-Work system will coordinate with specified 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 system; (7) a description of a plan for ensuring that all students will have an equal opportunity to participate in School-to-Work programs; (8) a description of the State plan for ensuring that young women will have equal opportunity to participate in School-to-Work programs in a manner leading to employment in nontraditional occupations; (9) a description of the opportunities that will be made available to low-achieving students and students who have dropped out; (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 practicable, 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, when the Secretaries receive an application, they shall submit it to a peer review process whereby they shall determine whether to approve the State School-to-Work plan and, if such determination is affirmative, further determine whether to take one or a combination of the following actions: (1) award a School-to-Work implementation grant; (2) approve the State's waiver request; and (3) inform the State of the opportunity to apply for further development funds, except that further development funds will 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 actual 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 only for activities to implement the State's plan, including such activities as: (1) recruiting and assisting

employers; (2) conducting outreach; (3) training teachers, mentors, counselors, and others; (4) providing labor market information to partnerships; and (5) designing or adapting model school curricula that can be used to integrate academic and vocational learning, school-based and work-based learning, and secondary and postsecondary education.

Subsection (f) of section 212 provides that a State shall award subgrants to partnerships totalling no less than 65 percent of the sums awarded 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) describes the proposed outcomes of the program; (3) describes the local strategies and timetables to provide School-to-Work 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 on activities to carry out School-to-Work programs as defined in the Act, and that such activities include: (1) recruiting and assisting employers in providing work-based learning; (2) establishing consortia of employers; (3) establishing intermediaries; (4) establishing a graduation assistance program to assist at-risk and low-achieving

students in graduating from high school, in finding and advancing in jobs, and in enrolling in postsecondary education or training; (5) 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; (6) providing staff training; (7) conducting 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 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 system. Section 301 also provides that it is the purpose of this title to authorize the Secretaries to award competitive grants that may be used in conjunction with funds appropriated for the Youth Fair Chance Program, and other education and training laws to implement School-to-Work programs in high poverty areas of urban and rural communities.

Section 302, subsection (a) provides that the Secretaries may award School-to-Work 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, which: (1) describes how it will meet the requirements of this Act; (2) include the State's comments; (3) meet the content requirements for a State plan that are specified in section 212(b)(3) through (10); (4) designate a fiscal agent to receive and be accountable for funds received under this section; and (5) provide 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 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 506(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.

Subsection (a) also authorizes the Secretaries to award grants to implement programs that include the basic program elements and otherwise meet the requirements of title I of this Act in order to provide support for a comprehensive range of education, training, and support services for all 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 Alaskan 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 to support school-based job specialists to assist students in obtaining employment, and to develop work based learning opportunities for students.

TITLE IV—NATIONAL PROGRAMS

Section 401 (a) provides that the Secretaries shall fund research and development projects, and establish a program of experimental and demonstration projects which will further the purposes of this Act. Subsection (b) states that funds available under the Act may be used for programs or services that are

administered at the national level and that involve more than one State.

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

Section 403 provides that the Secretaries shall work in cooperation with the States, schools, employers and their associations, labor organizations, and community organizations to increase their capacity to develop and implement effective School-to-Work programs, and the Secretaries will also provide training and technical assistance to various groups, including States and partnerships, to improve the quality of services provided under this Act.

TITLE V—GENERAL PROVISIONS

Section 501, subsection (a), provides that States may ask the Secretaries to waive certain statutory or regulatory provisions which will permit funds authorized under those laws to be applied towards School-to-Work purposes. 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 partnerships in the State with notice and an opportunity to comment on the State's proposal to seek a waiver. The waivers are for five years, and 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 termination if State or local performance has been inadequate to justify a continuation of the waiver.

Section 503, subsection (a), provides for waiver authority, similar to that of section 502, to the Secretary of Labor with respect to certain enumerated laws and regulations administered by the Department of Labor. These waivers are also for five years, and 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 termination if State or local performance has been inadequate to justify a continuation of the waiver.

Section 504 provides safeguards for the School-to-Work 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 layoff; (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 provides that section 514(a) of the Employee Retirement Income Security Act (ERISA) shall not apply to State laws to the extent that they are necessary to implement or carry out the provisions of this Act, as long as the State laws do not conflict with the requirements or duties established under title I of ERISA.

Section 506 sets forth the authorization of appropriations under the Act, including an appropriation to the Secretaries of \$500 million in fiscal year 1995 and such sums as may be necessary in each of the succeeding fiscal years. Funds appropriated under the Act shall remain available until expended. The Secretaries may reserve up to \$50 million for High Poverty

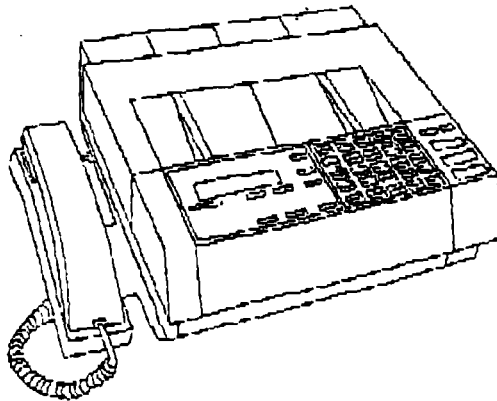
Areas and \$50 million for National Programs. The Secretaries may also reserve up to .25 percent of funds appropriated for School-to-Work programs under this Act for such programs in territories of the United States, and the Secretaries may reserve up to .25 percent of such funds for programs for Federally recognized Indian tribes. Funds obligated in any fiscal year under the Act shall remain available until expended.

Section 507 provides the Secretaries, in carrying out this Act, with the authority to accept gifts and voluntary services.

Section 508 provides that the Act shall take effect on the day of enactment.



FAX COVER



DATE: 7/14/93

TO: Bill Halston

FAX NUMBER: 456-2878

COMPANY _____

BUSINESS NUMBER: 456-2216

FROM: Leslie Lofe

PHONE: (202) 219-6197

FAX NUMBER: (202) 219-9216

NUMBER OF PAGES SENT INCLUDING COVER: 44

- ☐ Per our conversation.
- ☐ Per your request.
- ☐ Per your information.
- ☐ Per your comments.

MESSAGE: _____

July 14, 1993

TO: Bill Galston
Domestic Policy Council

FR: Leslie Loble
DOL

RE: DRAFT School to Work Legislation

Bill:

Here's the draft bill. What do you think?

FYI -- My new phone number is 219-6197; fax is 219-9216.

DRAFT
JULY 14, 1993

A BILL

To establish a national framework for the development of School-to-Work 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 Transition 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 BASIC PROGRAM COMPONENTS

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

**TITLE II—SCHOOL-TO-WORK 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 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. Certain State laws not preempted by ERISA.

Sec. 506. Authorization of appropriations.

Sec. 507. Acceptance of gifts, and other matters.

Sec. 508. Effective date.

1 **SEC. 2. FINDINGS.**

2 Congress finds that—

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

1 further education;

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

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

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

20 (5) work-based learning, which is modeled
21 after the time-honored apprenticeship concept,
22 integrates theoretical instruction with structured
23 on-the-job training, and this approach, combined
24 with school-based learning, can be very effective
25 in engaging student interest, enhancing skill
26 acquisition, and preparing youth for high-skill,

1 high-wage careers; and

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

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

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

8 (1) establish a national framework within
9 which all States can create statewide School-to-
10 Work systems that offer young Americans access to
11 a performance-based education and training program
12 that will prepare them for a first job in a high-
13 skill, high-wage field, and increase their
14 opportunities for further education;

15 (2) transform workplaces into active learning
16 components by making employers full partners in
17 providing high-quality, work-based learning
18 experiences to high school students;

19 (3) use Federal funds under this Act as
20 venture capital, underwriting the costs of
21 planning and establishing statewide School-to-Work
22 systems, and to leverage support for maintaining
23 these systems with other Federal, State, and local
24 resources;

25 (4) promote the formation, among secondary
26 and postsecondary educational institutions,

1 private and public employers, labor organizations,
2 government, community groups, parents, and
3 students, of local education and training systems
4 that are dedicated to linking the worlds of school
5 and work;

6 (5) help students in attaining high academic
7 and occupational standards;

8 (6) build on and advance a range of promising
9 programs, such as tech-prep education, career
10 academies, school-to-apprenticeship programs,
11 cooperative education, youth apprenticeship, and
12 business-education compacts, that can be developed
13 into School-to-Work programs;

14 (7) improve the knowledge and skills of youth
15 by integrating academic and occupational learning,
16 integrating school-based and work-based learning,
17 and building effective linkages between secondary
18 and postsecondary education;

19 (8) motivate youth, especially low-achieving
20 youth and dropouts, to stay in or return to
21 school, and strive to succeed by providing
22 enriched learning experiences and assistance in
23 obtaining good jobs; and

24 (9) further the National Education Goals set
25 forth in title I of the Goals 2000: Educate
26 America Act.

1 (b) CONGRESSIONAL INTENT.— It is the intent
2 of Congress that the Secretary of Labor and the
3 Secretary of Education jointly administer this Act in a
4 flexible manner that —

5 (1) affords a substantial degree of State and
6 local discretion in establishing and implementing
7 school-to-Work systems and programs; and

8 (2) contributes to reinventing government by
9 eliminating duplication, supporting locally
10 established initiatives, requiring measurable
11 goals for performance, and offering flexibility in
12 meeting these goals.

13 **SEC. 4. DEFINITIONS.**

14 As used in this Act—

15 (1) the term "all aspects of the career
16 major" means strong experience in, and
17 understanding of, all aspects of the broad
18 occupational cluster or industry sector a student
19 is preparing to enter, including planning,
20 management, finances, technical and production
21 skills, underlying principles of technology, labor
22 issues, and health and safety;

23 (2) the term "all students" means students
24 from the broad range of backgrounds and
25 circumstances, including disadvantaged students,
26 students of diverse racial, ethnic, and cultural

1 backgrounds, students with disabilities, students
2 with limited English proficiency, and academically
3 talented students;

4 (3) the term "approved State plan" or
5 "approved plan" means a School-to-Work plan that
6 is submitted by a State, is determined by the
7 Secretaries to include the basic program
8 components and otherwise meet the requirements of
9 this Act, and is consistent with the State's plan
10 under the Goals 2000: Educate America Act;

11 (4) the term "career major" means a coherent
12 sequence of courses or field of study that
13 prepares a student for a first job or completion
14 of a postsecondary degree program, and that—

15 (A) integrates academic and occupational
16 learning, integrates school-based and work-
17 based learning, and establishes linkages
18 between secondary and postsecondary
19 education;

20 (B) prepares individuals for employment
21 in broad occupational clusters or industry
22 sectors; and

23 (C) results in the award of a high
24 school diploma and a skill certificate; and

25 (D) includes typically two years of
26 secondary school and one or two years of

1 postsecondary education and training.

2 (5) the term "employer" means both public and
3 private employers;

4 (6) the term "Governor" means the chief
5 executive of a State;

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

10 (8) the term "partnership" means a local
11 entity that is responsible for local School-to-
12 work programs, and that consists of public
13 secondary and postsecondary education institutions
14 or agencies, employers, and labor organizations or
15 employee representatives as defined in section
16 403(c)(1)(B) of the Goals 2000: Educate America
17 Act, and may include other entities, such as non-
18 profit or community-based organizations, community
19 rehabilitation programs, registered apprenticeship
20 agencies, local vocational education entities,
21 local government agencies, parent and teacher
22 organizations, and private industry councils
23 established under the Job Training Partnership
24 Act;

25 (9) the term "postsecondary education
26 institution" means a public or private nonprofit

1 institution that is authorized within a State to
2 provide a program of education beyond secondary
3 education, including a community college, a
4 technical college, a postsecondary vocational
5 institution, or a tribally controlled community
6 college;

7 (10) the term "registered apprenticeship
8 agency" means either the Bureau of Apprenticeship
9 and Training in the U.S. Department of Labor or a
10 State apprenticeship agency recognized and
11 approved by the Bureau of Apprenticeship and
12 Training as the appropriate body for State
13 registration or approval of local apprenticeship
14 programs and agreements for Federal purposes;

15 (11) the term "Secretaries" means the
16 Secretary of Education and the Secretary of Labor;

17 (12) the term "skill certificate" means a
18 portable, industry-recognized credential, issued
19 by a School-to-Work program administered under
20 this Act, which certifies that a student has
21 mastered skills at levels that are as challenging
22 as skill standards endorsed by the National Skill
23 Standards Board established under section --- of
24 the Goals 2000: Educate America Act, except that
25 until such skill standards are developed, the term
26 "skill certificate" means a credential issued

1 under a process described in the State's School-
2 to-Work plan;

3 (13) the term "State" means each of the
4 several States, the District of Columbia, and the
5 Commonwealth of Puerto Rico; and

6 (14) the term "workplace mentor" means an
7 employee at the workplace who possesses the skills
8 to be mastered by a student, and who instructs the
9 student, critiques the student's performance,
10 challenges the student to perform well, and works
11 in consultation with classroom teachers.

12 SEC. 5. FEDERAL ADMINISTRATION.

13 [Notwithstanding any provision of law specifically
14 pertaining to the organization or administrative
15 operations of either the Department of Education or the
16 Department of Labor,] [Notwithstanding any provision of
17 the Department of Education Organization Act, 20 U.S.C.
18 3401 et seq., or the General Education Provisions Act,
19 20 U.S.C. 1221 et seq.,] Secretaries jointly shall
20 administer the programs established by this Act, and
21 may issue, in accordance with 5 U.S.C. 553, procedures,
22 guidelines, and regulations they deem necessary and
23 appropriate to administer and enforce the provisions of
24 this Act.

25 TITLE I—SCHOOL-TO-WORK BASIC PROGRAM

26 COMPONENTS

1 **SEC. 101. GENERAL PROGRAM REQUIREMENTS.**

2 A School-to-Work program under this Act shall—

3 (1) integrate work-based learning and school-
4 based learning, as provided for in section 102 and
5 section 103;

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

9 (3) incorporate the basic program components
10 provided in sections 102 through 104.

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

12 The work-based learning component of a School-to-
13 Work program shall include—

14 (1) a planned program of job training or
15 experiences, including skills to be mastered at
16 progressively higher levels, that are relevant to
17 a student's career major;

18 (2) paid work experience;

19 (3) workplace mentoring;

20 (4) instruction in general workplace
21 competencies; and

22 (5) instruction in all aspects of an
23 industry.

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

25 The school-based learning component of a School-
26 to-Work program shall include—

1 (1) career exploration and counselling in
2 order to help students identify, and select or
3 reconsider, their interests, goals, and career
4 majors;

5 (2) selection by the student of a career
6 major not later than the beginning of the 11th
7 grade;

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

14 (4) periodic evaluations to identify academic
15 strengths and weaknesses of students and to
16 identify the need for additional learning
17 opportunities to master core academic skills.

18 **SEC. 104. INTERMEDIARY ACTIVITIES COMPONENT.**

19 The intermediary activities component of a School-
20 to-Work program shall include—

21 (1) matching students with employers' work-based
22 learning opportunities;

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

25 (3) providing assistance to students, who have
26 completed the program, in finding an appropriate job,

1 continuing their education, or entering into an
2 additional training program;

3 (4) providing technical assistance and services in
4 designing work-based learning components and counseling
5 and case management services, and in training teachers,
6 workplace mentors, and counselors;

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

10 (6) linking youth development activities under
11 this Act with company strategies for upgrading the
12 skills of their workers.

13 **TITLE II SCHOOL-TO-WORK SYSTEM DEVELOPMENT**
14 **AND IMPLEMENTATION GRANTS TO STATES**

15 **Subtitle A—State Development Grants**

16 **SEC. 201. PURPOSE.**

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

20 **SEC. 202. STATE DEVELOPMENT GRANTS.**

21 (a) **IN GENERAL.**— Upon the application of a State
22 the Secretaries may award a development grant to a
23 State in such amounts as the Secretaries determine
24 necessary to enable the State to complete development
25 of a comprehensive, statewide School-to-Work system

1 that may have begun with funds awarded under other
2 authority prior to the enactment of this Act, except
3 that a development grant under this subtitle may not
4 exceed \$1,000,000 in any fiscal year.

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

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

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

18 (3) describe how the State proposes to obtain
19 the active and continued involvement in the
20 planning and development of the statewide School-
21 to-Work system of employers and other interested
22 parties such as secondary and postsecondary
23 educational institutions or agencies, business
24 associations, employees, labor organizations or
25 associations thereof, teachers, students, parents,
26 community-based organizations, rehabilitation

1 agencies, registered apprenticeship agencies,
2 local vocational educational agencies, and local
3 elected officials;

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

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

11 (6) include such other information as the
12 Secretaries may require.

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

17 (1) identifying or establishing an
18 appropriate State structure to administer the
19 School-to-Work system;

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

25 (3) developing a marketing plan to build
26 consensus and support for School-to-Work programs;

- 1 (4) designing challenging curricula;
- 2 (5) developing a state process for issuing
- 3 skill certificates;
- 4 (6) developing a system for labor market
- 5 analysis and strategic planning for local
- 6 targeting of industry sectors or broad
- 7 occupational clusters;
- 8 (7) analyzing the post high school employment
- 9 experiences of recent high school graduates and
- 10 dropouts;
- 11 (8) promoting the active involvement of
- 12 business in planning and developing local School-
- 13 to-Work programs;
- 14 (9) supporting local School-to-Work planning
- 15 and development activities to provide guidance in
- 16 the development of School-to-Work programs; and
- 17 (10) initiating pilot programs for testing
- 18 key components of state program design.

19 Subtitle B— State Implementation Grants

20 SEC. 211. PURPOSE.

21 The purpose of this subtitle is to assist States
22 in the implementation of a comprehensive, statewide
23 School-to-Work systems.

24 SEC. 212. STATE IMPLEMENTATION GRANTS.

25 (a) ELIGIBILITY AND APPLICATION.— A State may
26 apply to the Secretaries for an implementation grant by

1 submitting an application that contains—

2 (1) a plan for a comprehensive, statewide
3 School-to-Work system that meets the content
4 requirements provided in subsection (b);

5 (2) a description of how the State will
6 allocate funds under this Act to local School-to-
7 Work programs;

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

12 (4) such other information as the Secretaries
13 may require.

14 (b) CONTENTS OF STATE PLAN.— A State plan shall,
15 at a minimum—

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

19 (2) specify a date when the School-to-Work
20 system will be statewide and comprehensive,
21 including, if appropriate, a timetable with
22 intermediate goals;

23 (3) describe how the State will stimulate and
24 support local School-to-Work programs that meet
25 the requirements of this Act;

26 (4) describe the procedure by which the

1 Governor, the chief State school officer, the
2 State agency officials responsible for
3 postsecondary education, job training and
4 employment, and economic development, and other
5 appropriate officials as determined by the
6 Governor, will collaborate in the implementation
7 of the State School-to-Work system;

8 (5) describe the procedure for obtaining the
9 active and continued involvement in the statewide
10 School-to-Work system of employers and other
11 interested parties such as secondary and
12 postsecondary educational institutions or
13 agencies, business associations, employees, labor
14 organizations or associations thereof, teachers,
15 students, parents, community-based organizations,
16 rehabilitation agencies, registered apprenticeship
17 agencies, local vocational educational agencies,
18 and local elected officials;

19 (6) describe the State's process for—

20 (A) assessing the skills and knowledge
21 required in career majors, and

22 (B) awarding skill certificates in
23 consultation with the National skill
24 Standards Board established under title IV of
25 the Goals 2000: Educate America Act;

26 (7) identify the manner in which the School-

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

17 (8) describe the resources, including private
18 sector resources, the State intends to employ in
19 maintaining the School-to-Work system when the
20 funds applied for under this section have been
21 expended;

22 (9) describe the State's plan for ensuring
23 that all students have an equal opportunity to
24 participate in School-to-Work programs;

25 (10) describe the State's plan for ensuring
26 that young women will have equal opportunity to

1 participate in School-to-Work programs in a manner
2 that leads to employment in high-performance,
3 high-paying jobs, including jobs in which women
4 have been traditionally under represented;

5 (11) describe how the State will ensure that
6 equal opportunities to participate in School-to-
7 Work programs will be made available to low-
8 achieving students and former students who have
9 dropped out of school;

10 (12) describe the manner in which the State
11 will, to the extent practicable, continue and
12 incorporate programs funded under section 302 of
13 this Act in the State School-to-Work system;

14 (13) describe the performance outcomes that
15 the State intends to meet; and

16 (14) designate a fiscal agent to receive and
17 be accountable for School-to-Work funds awarded
18 under this subtitle.

19 (c) GRANT APPROVAL.— The Secretaries shall submit
20 each application to a peer review process whereby they
21 shall determine whether to approve the State's School-
22 to-Work plan and, if such determination is affirmative,
23 further determine whether to take one or a combination
24 of the following actions—

25 (1) award an implementation grant;

26 (2) approve the State's request, if any, for

1 waivers in accordance with the procedures in title
2 V of this Act; and

3 (3) inform the State of the opportunity to
4 apply for further development funds, except that
5 further development funds will not be awarded to a
6 State that receives an implementation grant.

7 (d) AMOUNT OF GRANT— The Secretaries shall
8 establish the minimum and maximum amounts available for
9 an implementation grant, and shall determine the actual
10 amount granted to any State based on such criteria as
11 the scope and quality of the plan and the number of
12 projected program participants.

13 (e) STATE IMPLEMENTATION ACTIVITIES.— Funds
14 awarded under this section shall be expended by a State
15 only for activities undertaken to implement the State's
16 School-to-Work plan, which may include such activities
17 as—

18 (1) recruiting and providing assistance to
19 employers to provide work-based learning for
20 students;

21 (2) conducting outreach activities to promote
22 and support collaboration in School-to-Work
23 programs by businesses, labor organizations, and
24 other organizations;

25 (3) providing training for teachers,
26 employers, workplace mentors, counselors, and

1 others;

2 (4) providing labor market information to
3 partnerships that is useful in determining which
4 high-skill, high-wage occupations are in demand;
5 and

6 (5) designing or adapting model, competency-
7 based school curricula that can be used to
8 integrate academic and vocational learning,
9 school-based and work-based learning, and
10 secondary and postsecondary education.

11 (f) ALLOCATION OF FUNDS TO PARTNERSHIPS.— A State
12 shall award subgrants to partnerships according to
13 criteria established by the State that total no less
14 than 65 percent of the sums awarded to it under this
15 section in the first year, 75 percent of such sums in
16 the second year, and 85 percent of such sums in each
17 year thereafter.

18 (g) STATE SUBGRANTS TO PARTNERSHIPS.—

19 (1) APPLICATION.— A partnership that desires
20 to receive a State subgrant for the administration
21 of a local program shall submit an application to
22 the State that—

23 (A) describes how the program would
24 include the basic program components and
25 otherwise meet the requirements of title I of
26 this Act;

1 (B) describes the proposed outcomes of
2 the plan;

3 (C) describes the local strategies and
4 timetables to provide School-to-Work program
5 opportunities for all students, including
6 low-achieving students and former students
7 who have dropped out of school; and

8 (D) provides such other information as
9 the State may require.

10 (2) ALLOWABLE ACTIVITIES. — A partnership
11 shall expend funds awarded under this section only
12 for activities undertaken to carry out School-to-
13 Work programs as defined in this Act, which may
14 include such activities as—

15 (A) recruiting and providing assistance
16 to employers to provide the work-based
17 learning components in the School-to-Work
18 program;

19 (B) establishing consortia of employers
20 to support the School-to-Work program and
21 provide access to jobs;

22 (C) establishing intermediaries to
23 perform the activities provided for in
24 section 104, and to provide assistance to
25 students in obtaining jobs and further
26 education and training;

1 (D) establishing in schools
2 participating in a School-to-Work program a
3 graduation assistance program to assist at-
4 risk and low-achieving students in graduating
5 from high school and, thereafter, in finding
6 and advancing in jobs, or in enrolling in
7 postsecondary education or training.

8 (E) designing or adapting school
9 curricula that can be used to integrate
10 academic and vocational learning, school-
11 based and work-based learning, and secondary
12 and postsecondary education;

13 (F) providing staff training on new
14 curricula, student assessments, student
15 guidance, and feedback to the school
16 regarding student performance;

17 (G) conducting an in-depth analysis of
18 the local labor market and the generic and
19 specific skill needs of employers to identify
20 high-demand, high-wage careers to target;

21 (H) integrating work-based and school-
22 based learning into existing job training
23 programs for youth who have dropped out of
24 school;

25 (I) establishing or expanding school-to-
26 apprenticeship programs in cooperation with

1 registered apprenticeship agencies and
2 apprenticeship sponsors; and

3 (J) assisting participating employers,
4 including small- and medium-size businesses,
5 to identify and train workplace mentors, and
6 to develop work-based learning components.

7 **TITLE III—FEDERAL IMPLEMENTATION GRANTS TO**
8 **PARTNERSHIPS**

9 **SEC. 301. PURPOSE.**

10 The purposes of this subtitle are—

11 (1) to authorize the Secretaries to award
12 competitive grants to partnerships in States that
13 have not received an implementation grant under
14 section 212, in order to provide initial funding
15 for communities that have built a sound planning
16 and development base for School-to-Work programs,
17 and are ready to begin implementing a local
18 School-to-Work system and

19 (2) to authorize the Secretaries to award
20 competitive grants that may be used in conjunction
21 with funds appropriated for the Youth Fair Chance
22 Program under title IV-H of the Job Training
23 Partnership Act, and other education and training
24 laws to implement School-to-Work programs in high
25 poverty areas of urban and rural communities to

1 provide support for a comprehensive range of
2 education, training, and support services for
3 youth residing in designated high poverty areas.

4 **SEC. 302. FEDERAL IMPLEMENTATION GRANTS TO**
5 **PARTNERSHIPS.**

6 (a) IN GENERAL.— The Secretaries may award
7 School-to-Work implementation grants to partnerships in
8 States that have not received an implementation grant
9 under section 212, according to competitive criteria
10 established by the Secretaries.

11 (b) APPLICATION PROCEDURE.— A partnership that
12 desires to receive a direct Federal grant under this
13 section shall submit an application to the Secretaries
14 in accord with procedures specified by the Secretaries,
15 but before the partnership submits the application to
16 the Secretaries it shall first submit the application
17 to the State for review and comment. /wms

18 (c) APPLICATION CONTENTS.— The grant application
19 from a partnership shall include a plan for local
20 School-to-Work programs, that, at a minimum—

21 (1) describes how it will meet the
22 requirements of this Act;

23 (2) describes how it will place students in
24 appropriate jobs or further education or training
25 upon the students' completion of the school-to-
26 Work program;

- 1 (3) include the State's comments, if any;
2 (4) meet the content requirements for a state
3 plan that are specified in section 212(b)(4)
4 through (8);
5 (5) designate a fiscal agent to receive and
6 be accountable for funds under this section; and
7 (6) provide other information that the
8 Secretaries may require.

9 (d) CONFORMITY WITH APPROVED STATE PLAN.— The
10 Secretaries shall not award a grant under this section
11 to a partnership in a State that has an approved plan
12 unless the Secretaries determine that the plan
13 submitted by the partnership is in accord with the
14 approved State plan.

15 (e) IMPLEMENTATION ACTIVITIES.— Funds awarded
16 under this section shall be expended by a partnership
17 only for activities undertaken to implement School-to-
18 Work programs under this Act, including, but not
19 limited to, the activities specified in section
20 212(h)(2).

21 **SEC. 303. SCHOOL-TO-WORK PROGRAM GRANTS IN HIGH**
22 **POVERTY AREAS.**

23 (a) IN GENERAL.— From the funds reserved under
24 section 506(b), the Secretaries are authorized to award
25 grants to implement School-to-Work programs, that
26 include the basic program components and otherwise meet

1 the requirements of title I, in High Poverty Areas, as
2 provided in this section, of urban and rural
3 communities, in order to provide support for a
4 comprehensive range of education, training, and support
5 services for all youth residing in such areas, and the
6 Secretaries are authorized to award such grants
7 according to criteria established by the Secretaries,
8 except that the Secretaries shall not award a grant
9 under this section to a School-to-Work program unless
10 it is in accord with approved State and local plans, if
11 any.

12 (b) DEFINITION. — For purposes of this section,
13 the term "high poverty area" means an urban census
14 tract, a nonmetropolitan county, a Native American
15 Indian reservation, or an Alaska Native village, with a
16 poverty rate of 30 percent or more, as determined by
17 the Bureau of the Census.

18 (c) ALLOWABLE ACTIVITIES.— Funds awarded under
19 this section may be expended for activities such as
20 those that support school-based job specialists to
21 assist students in obtaining employment, and that
22 develop work-based learning opportunities for students.

23 TITLE IV—NATIONAL PROGRAMS

24 SEC. 401. RESEARCH, DEMONSTRATION, AND OTHER PROJECTS.

25 (a) IN GENERAL.— With funds reserved under
26 section 506(c), the Secretaries shall conduct research

1 and development and establish a program of experimental
2 and demonstration projects, to further the purposes of
3 this Act.

4 (b) ADDITIONAL USE OF FUNDS.— Funds reserved
5 under section 506(c) may also be used for programs or
6 services authorized under any other provision of this
7 Act that are most appropriately administered at the
8 national level and that will operate in or benefit more
9 than one State.

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

11 (a) IN GENERAL.— The Secretaries, in
12 collaboration with the States, shall by grants,
13 contracts, or otherwise, establish a system of
14 performance measures for assessing State and local
15 programs regarding—

16 (1) progress in development and
17 implementation of State plans that include the
18 basic program components, and otherwise meet the
19 requirements of title I;

20 (2) participation in school-to-work programs
21 by schools, employers, and students;

22 (3) progress in developing and implementing
23 strategies for dealing with in school and out of
24 school at-risk youth; and

25 (4) student outcomes, including—

26 (A) academic learning gains;

1 (B) staying in school and attaining a
2 high school diploma, skill certificate, and
3 college degree;

4 (C) placement and retention in further
5 education or training; and

6 (D) job placement, retention, and
7 earnings.

8 (b) EVALUATION.— The Secretaries shall conduct a
9 national evaluation of School-to-Work programs funded
10 under this Act that will track and assess the progress
11 of implementation of State and local programs and their
12 effectiveness.

13 (c) REPORTS.— States shall provide periodic
14 reports, at such intervals as the Secretaries
15 determine, on paragraphs (1) through (4) of subsection
16 (a).

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

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

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

26 (1) training, technical assistance, and other

1 activities that will:

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

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

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

13 (3) assistance to States and partnerships to
14 recruit employers to provide the work-based
15 learning component of School-to-Work programs.

16 (c) PEER REVIEW.— The Secretaries may use funds
17 under section 506(c) for the peer review of State
18 applications under section 212(a) and applications
19 under title III of this Act.

20 TITLE V—GENERAL PROVISIONS

21 SEC. 501. STATE REQUEST AND RESPONSIBILITIES FOR A 22 WAIVER OF STATUTORY AND REGULATORY 23 REQUIREMENTS.

24 (a) IN GENERAL.— A State with an approved plan
25 may, at any point during the development or
26 implementation of a School-to-Work program, request a

1 waiver of one or more statutory or regulatory
2 provisions from the Secretaries in order to further the
3 State's progress on a School-to-Work program.

4 (b) SUBMISSION OF APPLICATION.— A partnership
5 that seeks a waiver of any of the laws specified in
6 sections 502 and 503 shall submit an application for
7 such waiver to the State, and the State shall determine
8 whether to submit the application for a waiver to the
9 Secretaries.

10 (c) WAIVER CRITERIA.— The request by the State
11 shall meet the criteria contained in section 502 or
12 section 503 and shall specify the law or laws referred
13 to in those sections that the State wants waived.

14 **SEC. 502. WAIVERS OF STATUTORY AND REGULATORY**
15 **REQUIREMENTS BY THE SECRETARY OF EDUCATION.**

16 (a) IN GENERAL.— (1) Except as provided in
17 subsection (c), the Secretary of Education may waive
18 any requirement of any statute listed in subsection (b)
19 or of the regulations issued under such statute for a
20 State that requests such a waiver—

21 (A) if, and only to the extent that, the
22 Secretary of Education determines that such
23 requirement impedes the ability of the State or a
24 partnership to carry out the purposes of this Act;

25 (B) if the State has waived, or agrees to
26 waive, similar requirements of State law; and

1 (C) if the State—

2 (i) has provided all partnerships, and
3 local educational agencies participating in a
4 partnership, in the State with notice and an
5 opportunity to comment on the State's
6 proposal to seek a waiver; and

7 (ii) has submitted the comments of the
8 partnerships and local educational agencies
9 to the Secretary of Education.

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

12 (3) Each waiver approved pursuant to this
13 subsection shall be for a period not to exceed five
14 years, except that the Secretary of Education may
15 extend such period if the Secretary of Education
16 determines that the waiver has been effective in
17 enabling the State or partnership to carry out the
18 purposes of this Act.

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

21 (1) chapter 1 of title I of the Elementary
22 and Secondary Education Act of 1965, including the
23 Even Start Act;

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

26 (3) the Dwight D. Eisenhower Mathematics and

1 Science Education Act (title II, part A of the
2 Elementary and Secondary Education Act of 1965);

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

6 (5) the Drug-Free Schools and Communities Act
7 of 1986 (title V of the Elementary and Secondary
8 Education Act of 1965); and

9 (6) the Carl D. Perkins Vocational and
10 Applied Technology Education Act.

11 (c) WAIVERS NOT AUTHORIZED.— The Secretary of
12 Education may not waive any statutory or regulatory
13 requirement of the programs listed in subsection (b)
14 relating to—

15 (1) the basic purposes or goals of the
16 affected programs;

17 (2) maintenance of effort;

18 (3) comparability of services;

19 (4) the equitable participation of students
20 attending private schools;

21 (5) parental participation and involvement;

22 (6) the distribution of funds to State or to
23 local educational agencies;

24 (7) the eligibility of an individual for
25 participation in the affected programs;

26 (8) any law respecting public health or

1 safety, labor standards, civil rights,
2 occupational safety and health, or environmental
3 protection; or

4 (9) prohibitions or restrictions relating to
5 the construction of buildings or facilities.

6 (d) TERMINATION OF WAIVERS.— The Secretary of
7 Education shall periodically review the performance of
8 any State or partnership for which the Secretary of
9 Education has granted a waiver and shall terminate the
10 waiver under this section if the Secretary determines
11 that the performance of the State, partnership, or
12 local educational agency affected by the waiver has
13 been inadequate to justify a continuation of the
14 waiver.

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

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

17 (a) IN GENERAL.— (1) Except as provided in
18 subsections (b) and (c), the Secretary of Labor may
19 waive any requirement of any statutory provisions
20 listed in subsection (b) or of the regulations issued
21 under such statutory provisions for a State that
22 requests such a waiver—

23 (A) if, and only to the extent that, the
24 Secretary of Labor determines that such
25 requirement impedes the ability of the State
26 or a partnership to carry out the purposes of

1 this Act:

2 (B) if the State has waived, or agrees
3 to waive, similar requirements of State law;
4 and

5 (C) if the State—

6 (i) has provided all partnerships
7 in the State with notice and an
8 opportunity to comment on the State's
9 proposal to seek a waiver; and

10 (ii) has submitted the comments of
11 the partnerships to the Secretary of
12 Labor.

13 (2) The Secretary of Labor shall act promptly
14 on any request submitted pursuant to paragraph
15 (1).

16 (3) Each waiver approved pursuant to this
17 subsection shall be for a period not to exceed
18 five years, except that the Secretary of Labor may
19 extend such period if the Secretary of Labor
20 determines that the waiver has been effective in
21 enabling the State or partnership to carry out the
22 purposes of this Act.

23 (b) INCLUDED PROGRAMS.— The statutory provisions
24 subject to the waiver authority of this section are as
25 follows—

26 (1) section 106 (performance standards),

1 section 107 (selection of service providers),
2 section 108 (limitation on certain costs), section
3 141 (general program requirements), and section
4 142 (benefits) of the Job Training Partnership
5 Act, except that section 141(c) and section 141(q)
6 shall not be waived;

7 (2) section 123 of the Job Training
8 Partnership Act (State education coordination and
9 grants);

10 (3) part B of title II of the Job Training
11 Partnership Act (Summer Youth Employment and
12 Training Programs);

13 (4) part C, title II of the Job Training
14 Partnership Act (Youth Training Program), except
15 that section 263 (eligibility for services) shall
16 not be waived; and

17 (5) part A (Employment and Training Programs
18 for Native Americans and Migrant and Seasonal
19 Farmworkers), part B (Job Corps), and part H
20 (Youth Fair Chance Program) of title IV of the Job
21 Training Partnership Act.

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

26 (1) the basic purposes or goals of the

1 affected programs;

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

4 (3) the allocation of funds under the
5 affected programs;

6 (4) any law respecting public health or
7 safety, labor standards, civil rights,
8 occupational safety and health, or environmental
9 protection;

10 (5) maintenance of effort; or

11 (6) prohibitions or restrictions relating to
12 the construction of buildings or facilities.

13 (d) TERMINATION OF WAIVERS.— The Secretary of
14 Labor shall periodically review the performance of any
15 State or partnership for which the Secretary of Labor
16 has granted a waiver and shall terminate the waiver
17 under this section if the Secretary determines that the
18 performance of the State or partnership affected by the
19 waiver has been inadequate to justify a continuation of
20 the waiver.

21 **SBC. 504. SAFEGUARDS.**

22 The following safeguards shall apply to School-to-
23 Work programs under this Act:

24 (1) No student shall displace any currently
25 employed worker (including a partial displacement,
26 such as a reduction in the hours of non-overtime

1 work, wages, or employment benefits).

2 (2) No School-to-Work program shall impair
3 existing contracts for services or collective
4 bargaining agreements, except that no program
5 under this Act that would be inconsistent with the
6 terms of a collective bargaining agreement shall
7 be undertaken without the written concurrence of
8 the labor organization and employer concerned.

9 (3) No student shall be employed or job
10 opening filled—

11 (A) when any other individual is on
12 temporary layoff from the participating
13 employer, with the clear possibility of
14 recall, from the same or any substantially
15 equivalent job; or

16 (B) when the employer has terminated the
17 employment of any regular employee or
18 otherwise reduced its workforce with the
19 intention of filling the vacancy so created
20 with a student.

21 (4) Students shall be provided with adequate
22 and safe equipment and a safe and healthful
23 workplace in conformity with all health and safety
24 standards of Federal and State law.

25 (5) Nothing in this Act shall be construed to
26 modify or affect any Federal or State law

1 prohibiting discrimination on the basis of race,
2 religion, color, ethnicity, national origin,
3 gender, age, or disability.

4 (6) Funds appropriated under authority of
5 this Act shall not be expended for wages of
6 students.

7 (7) The Secretaries shall provide such other
8 safeguards as they may deem appropriate in order
9 to ensure that School-to-Work participants are
10 afforded adequate supervision by skilled adult
11 workers, or, otherwise, to further the purposes of
12 this Act.

13 **SEC. 505. CERTAIN STATE LAWS NOT PREEMPTED BY ERISA.**

14 Section 514(a) of the Employee Retirement Income
15 Security Act of 1974, as amended, (29 U.S.C. 1144(a))
16 shall not apply to any State laws, to the extent that
17 such State laws are necessary to implement or carry out
18 the provisions of this Act and to the extent that such
19 State laws do not conflict with any right, requirement
20 or duty established under title I of the Employee
21 Retirement Income Security Act of 1974.

22 **SEC. 506. AUTHORIZATION OF APPROPRIATIONS.**

23 (a) AUTHORIZATION.— There are authorized to be
24 appropriated to the Secretaries \$500 million in fiscal
25 year 1995, \$500 million in fiscal year 1996, and such
26 sums as may be necessary in each of the six succeeding

1 fiscal years for allocations to carry out this Act.

2 (b) HIGH POVERTY AREAS.— The Secretaries may
3 reserve up to \$50 million in fiscal year 1995, under
4 this Act, to carry out section 303, which may be used
5 in conjunction with funds available under the Youth
6 Fair Chance Program, title IV-H of the Job Training
7 Partnership Act (29 U.S.C. 1671, et seq.).

8 (c) NATIONAL PROGRAMS.— The Secretaries may
9 reserve up to \$50 million in fiscal year 1995 and such
10 sums as they may deem necessary, under this Act, in
11 each of the six succeeding fiscal years to carry out
12 title IV.

13 (d) TERRITORIES.— The Secretaries may reserve up
14 to .25 percent for school-to work programs under this
15 Act for the territories of the United States, which are
16 the Virgin Islands, Guam, the Northern Mariana Islands,
17 American Samoa, the Federated States of Micronesia, the
18 Republic of the Marshall Islands, and Palau.

19 (e) NATIVE AMERICAN PROGRAMS.— The Secretaries
20 may reserve up to .25 percent of funds for School-to-
21 Work programs under this Act for Federally recognized
22 Indian tribes, bands, and groups and to other groups of
23 Native American descent.

24 (f) AVAILABILITY OF FUNDS.— Funds obligated in
25 any fiscal year under this Act shall remain available
26 until expended.

1 **SEC. 507. ACCEPTANCE OF GIFTS, AND OTHER MATTERS.**

2 The Secretaries are authorized, in carrying out
3 this Act, to accept, purchase, or lease in the name of
4 the Department of Labor or the Department of Education,
5 and employ or dispose of in furtherance of the purposes
6 of this Act, any money or property, real, personal, or
7 mixed, tangible or intangible, received by gift,
8 devise, bequest, or otherwise, and to accept voluntary
9 and uncompensated services notwithstanding the
10 provisions of section 1342 of title 31.

11 **SEC. 508. EFFECTIVE DATE.**

12 This Act shall take effect on the day of
13 enactment.

14



UNITED STATES DEPARTMENT OF EDUCATION

OFFICE OF THE SECRETARY

400 Maryland Avenue, S.W.
Suite 4169E
Washington, D.C. 20202

Telephone: (202) 401-3389

Fax Number: (202) 401-3095

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TO:

Bill Clinton

FAX:

436-2878

FROM:

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Re bc-clinton-nea-speech-1 07-05

Transcript of Clinton Speech to National Education Association

(Part 1 of 3)

To: National Desk, Education Writer

Contact: The White House, Office of the Press Secretary.

202-456-2100

SAN FRANCISCO, July 5 /U.S. Newswire/ -- The following is the text of remarks by President Clinton to the 1993 National Education Association Representative Assembly. (Part 1 of 3).

Moscone Center
San Francisco
10:02 a.m. PDT

THE PRESIDENT: Thank you very much. Thank you for the warm reception you gave to the First Lady and to Secretary Riley. (Applause.) Thank you for inviting me back.

You know, last year when we were in Washington I was out in the crowd over there by the Nebraska delegation. Where are the Nebraska teachers this year -- over there? (Applause.) And where are the teachers from Arkansas? (Applause.) Over there. Thank you. Always a rowdy group. (Laughter.)

I want to thank all of you who teach our children, staff and schools, lead our communities, and build our future. I am very grateful for the support you gave in the campaign of 1992, grateful for the support and the work you continue to do as we work our way through the changes this nation has to make in the Congress and in the country. But most of all, I want to say at the outset what I tried to say all along the way last year: Perhaps more than any person who ever sought this job, I spent my apprenticeship in the schools of my state, in the schools of this country, listening to teachers talking with children, learning from principals, trying to inspire people everywhere to work together for reform. And I want to thank you most of all for your clear and simple devotion to the work of teaching.

While I was thinking about this speech, I received a quote from the novel, *The Prince of Tides*. Secretary Riley gave it to me. I want to give him full credit. He'll probably have to take the blame for a thing or two along the way. (Laughter.) But I love the *Prince of Tides*; it's my favorite novel I guess I've read in the last decade or so. (Applause.) And the main character is a teacher named Tom.

There's a passage in the book that I remember vividly where he's asked why he chose to "sell himself short" when he was so talented and he could have done anything with his life. He replied -- and I quote from Pat Conroy's eloquence -- "There's no word in the language I revere more than 'teacher.' My heart sings when a kid refers to me as his teacher, and it always has. I've honored myself and the entire family of man by becoming a teacher." (Applause.)

I am delighted to be here with so many distinguished Californians, including -- (applause) -- in addition to the teachers. (Laughter.) Senator Boxer, Congresswoman Pelosi, Congressman Lantos, Congresswoman Anna Eshoo, Congresswoman Lynn Woolsey, Speaker Willie Brown, Controller Gray Davis -- (applause) -- Secretary of State March Fong Eu, Insurance Commissioner John Garamendi, Mayor Frank Jordan, Brad Sherman and many others.

P.11

Goals 2000 will give parents and students and teachers a clear assessment of classroom performance. It will encourage schools to be more creative in organizing classrooms, training teachers and motivating students. It will help students to prepare for work after graduation. It will provide funding to support the reform efforts that are blossoming all across America. It will mean that the investments we propose to make in Head Start and other early childhood programs, like immunization, will actually be able to bear fruits so that the gains from preschool will be able to be made permanent instead of being lost if we have the right sort of goals and the right sort of standards and the right sort of partnership and support. That is what we seek through Goals 2000.

I intend to fight hard for this bill's passage. And I intend to fight hard against anything that will water it down, weaken it or divert it from its essential mission: partnerships with people at the state and local level. We cannot run the schools of this country from Washington, D.C. We need to empower you to run them.
(Applause.)

I also want to mention our school-to-work initiative. Today half of America's young people don't go on to college. We know from now the Census data in the 1980s that every high school graduate who gets at least two years of post-high school education at least has a decent chance to get a good job with a growing income, and that every high school graduate with less than two years of post-high school education or every person who drops of high school has an excellent chance of being unemployed or getting a job with a declining income. I think it is clear what our course should be. Every student ought to finish high school, every high school graduate ought to have at least two years of school-to-work transitional education and training so they can successfully learn for a lifetime. (Applause.) That has to be our objective. (Applause.)

Our legislation forges a remarkable and heretofore unprecedented partnership between the Departments of Education and the Department of Labor and then working with people at the local level. We must do this.

This is not a controversial issue. It may never blister across the headlines of America. But I'm telling you, if we want to raise the per capita income of Americans, we've got to make every worker literate, we've got to make everybody have the equivalent of a high school degree, and we've got to give people the chance to get at least two years of further training. That will raise incomes and increase jobs in the United States. (Applause.)

Now, my fellow Americans, as I leave you and head off to Japan, I want to say again that there is a common challenge that spans your work and mine. For the challenge we face in the global economy is about more than interest rates and trade balances, and the challenge you face in your own classrooms. It's about more than discreet subjects and SAT test scores. The fundamental question of our time involves a matter of national character -- the question of whether we will apply our heritage and values to the demands of a new and rigorous time. I am confident of the answer. I am concerned still that so many of our people seem to lack the same confidence. I know life is tough for most Americans, as much because it is uncertain as because of the real difficulties of the moment. But both are real.

Youth Apprenticeship Program

As President, I will bring business, labor and education leaders together to develop a national apprenticeship system that offers our young people training in a valuable skill, with the promise of a good job when they graduate.

Until recently, young people with very little skills could graduate high school and get a good job paying high wages in our basic industries. No more. Inflation adjusted wages of workers under 25 with only a high school education are 28 percent lower today than they were 15 years ago. Most Americans who do not get a college degree — three quarters of our young people — can look forward to a steadily declining standard of living if something is not done and done fast to enable them to acquire world class work skills.

This country has the worst school to work transition system in the industrialized world. In America, most of the young people who do not go to college alternate between dead end jobs and unemployment until their mid-20s. The result for our kids is discouragement in the near term and a losing struggle to keep their head above water in the long term.

Our major competitors in Europe solved this problem decades ago by creating systems in which most youngsters combine further education with structured on-the-job training when they get ready to join the work force. Building on their experience, I recently created the first state apprenticeship program in the United States in Arkansas.

As President, I will invite representatives of business, labor and education to work together to create a national system that:

- *Integrates academic and vocational learning in the school and the workplace.* Apprenticeships will combine paid job training and experience with mentoring and related academic instruction. Apprentices will qualify for good jobs when they complete their training, but they will also be able to go on to work toward a college degree if they want to. This system will have no dead ends.
- *Actively involves employers.* Employers, on a voluntary basis, will provide the worksite opportunities, supervision and training, as well as participate in the development of training curricula and the establishment of industry standards.
- *Is built on universally recognized standards.* Students will train against a standard recognized by employers all over the United States, and benchmarked against the highest standards in the world. These standards will be designed both to meet employers needs and still be broad enough so that our young people can change their careers many times during their work lives.

An effective national system for preparing our young people cannot be built by the federal government alone. It will require a joining together of every level of government, the public and private sectors, business and labor as well as the schools and the postsecondary education system. It will take the personal attention of the President to build this coalition, and that is just what I will give it.

• **APPRENTICESHIPS** You have advocated an apprenticeship program for high school students not planning on attending college. What is your plan for an apprenticeship, and how does it differ from that proposed by President Bush?

General Theme: To distinguish between a focus on expanding opportunity (Clinton plan) and a strategy of election-driven opportunism (Bush plan)

I. The Clinton Position

Clinton has long advocated the creation of a national system of youth apprenticeships that can generate more and better career opportunities for young people in this country. As part of a comprehensive approach to improve the skills of the American workforce, youth apprenticeship can create an incentive for young people to stay in school, expand the supply of trainable and experienced young workers, and provide hope for advancement to many who would otherwise have a difficult time finding a stable, well-paid career.

Youth apprenticeship models—like the one Clinton signed into legislation in Arkansas in February 1991—share the following common elements:

- **Active participation of employers**: Employers provide jobs, training, and mentoring to participants; they also participate in the development of curricula and establishment of industry standards. Jobs should be of progressively high quality as the apprentice moves through the multi-year program and should be tied to clear career ladders in the industry.
- **Integration of academic and vocational learning**: As with the best of vocational education reform, youth apprenticeship programs break down the barriers between academic and vocational learning and infuse each with aspects of the other. They focus on cognitive as well as technical skill development and they educate to high academic standards.
- **Integration of work-based and school-based learning**: Classroom instruction and workplace experiences are coordinated so that learning at one location reinforces the other. This coordination is structured through regular interaction and planning between employers and school personnel.
- **Structured linkage between secondary and post-secondary institutions**: As in Tech Prep and other efforts to build strong bridges out of high school into post-secondary opportunities, youth apprenticeship models generally begin in eleventh or twelfth grade and provide for a

continuation into one to two years of post-secondary learning. Most models specify that post-secondary credits or certificates should be transferable to four-year academic programs.

- Award of a broadly-recognized qualification of occupational skill: Successful youth apprentices should receive certification of mastery of occupational skills that is accepted by the industry in which they train and is recognized by firms across the industry. This certification is in addition to academic qualifications earned, including a high school diploma and post-secondary certificate or degree.

A typical youth apprenticeship program would begin in the eleventh or twelfth grade and provide participants with paid work experience and on-the-job training, combined with classroom instruction closely coordinated with the worksite experiences. The program would continue through the first year or two of post-secondary learning, providing opportunities for increasing responsibility at work as well as for academic advancement.

Clinton's plan has several strengths:

1. He will build a national system of youth apprenticeship, not a series of demonstration projects that disappear when the funding dries up and that lead to no significant change; and also not a large federally-run program, whose impact is dissipated in rules and regulations. Responsibility for making it happen will be with the employers, unions, and communities of this country. The federal government will set the ground rules and then help make these collaborations easier and more effective.

2. His plan will create a youth apprenticeship system that emphasizes mobility and opportunity. All programs will include a post-secondary component and will serve as a bridge to higher education for many who would otherwise stop their formal education after high school. In addition, unlike Bush, Clinton's plan emphasizes the importance of transferability of credits between secondary and post-secondary institutions and between two- and four-year colleges. This was one of the innovative provisions of the Arkansas youth apprenticeship legislation: it mandated transferability of credits for youth apprenticeship within the state, leaving it up to the various institutions to decide how to accomplish that articulation.

3. Clinton's plan is part of a comprehensive strategy to improve workforce quality in this country. Youth apprenticeship alone is not a panacea for the economic challenges facing the nation and its youth. But as part of a comprehensive approach that begins with a firm foundation of high

educational standards that all students are expected to meet, and that includes the reorganization of work in ways that use people's skills better and increase the responsibility given frontline workers, youth apprenticeship can help the non-college-bound obtain academic and occupational skills and a connection to career pathways in the labor market that will improve their chances of earning a living that can support a family. This is the thrust of the High Skills, Competitive Workforce Act, authored by Senators Kennedy and Hatfield and introduced in the House by Representatives Gephardt and Regula. Hillary Clinton was involved in developing the Act, and we hope and presume that Bill supports it.

II. Bush's Vulnerabilities and Contrasts

Like Clinton, the Bush administration has pledged to create a national youth apprenticeship system for the 75 percent of young people who do not attain a baccalaureate. Bush's proposal has some merits: it, too, focuses on building the institutional framework for a national system, specifying roles and responsibilities of different levels of government and focusing on ways to link youth apprenticeship with other occupational education reform efforts, including Tech Prep.

A. Bush is weak on the post-secondary connection (which the public wants, i.e. parents)

Bush's plan is weaker on the connection between secondary and post-secondary learning in youth apprenticeship. They have designed a program that is essentially a high school program that would enable young people to continue on if they chose, but that does little to build that bridge to post-secondary learning from the outset.

The administration's proposal, (Section 3) defines a youth apprenticeship program as one that is intended to "(i) result in receipt of a high school diploma and an approved certificate of competency, and (ii) lead, as appropriate, to entry into a post-secondary program, a program registered under the National Apprenticeship Act, or permanent employment." Clinton believes that the linkage between youth apprenticeship and post-secondary degree or certificate of programs must be more structured. That is, he does not believe it is in the interest of the employers or young people to complete a program in twelfth grade that sends them out into permanent employment without enrollment in a post-secondary program as well. High school education alone is insufficient preparation and protection in today's rapidly changing, knowledge-intensive economy. Youth apprenticeship must be seen as a route to lifelong learning. Few jobs today that require no more than a high school diploma provide adequate income and career advancement opportunities.

Youth apprenticeship requires commitment from young people, their parents, schools, and employers. In focus groups with parents and high schoolers that were commissioned in Arkansas in preparation for the state's youth apprenticeship legislation, parents expressed a strong preference for a post-secondary component to youth apprenticeship: for them, as for parents in Pennsylvania and Wisconsin where similar research has been done, a program that did not include post-secondary component was seen as closing off the key route to success, income and status for people in this country. For this reason, Bush's proposal runs a greater risk of being seen as tracking than Clinton's. Also it is significant that Clinton developed his plan by having the design team go out and talk to the people whom it will affect: youth and parents. He did not use a bureaucratic, top-down approach.

B. Bush is weak on quality of industry standards.

Another area of vulnerability is the question of how high a standard the Bush proposal advocates. On the issue of skill standards to which programs should train, the Bush proposal simply assumes the existence of national standards that do not currently exist. The legislation specifies that occupationally-specific skills and knowledge will be "based on appropriate nationally accepted industry standards." But these standards are years in the distance. And the Bush legislation does not specify a mechanism for creating them. (Clinton, by supporting the Kennedy bill, recognizes the need to link youth apprenticeship with standards pegged to international best practice.) This could leave Bush open to the charge that he is not all that committed to high-wage, high-skill opportunities.

C. Subminimum wages not best route to involving high quality employers.

Doubts about the administration's commitment to a high performance, high-wage strategy and to the creation of youth apprenticeship programs that train to a high standard can be underscored by the administration's advocacy of a subminimum wage for youth apprentices as an incentive to win business involvement. This provision is ill-conceived. In a set of school-to-apprenticeship experiments in the late 1970s sponsored by the federal government, programs that subsidized student wages did not survive the end of federal funding, while those that did not subsidize wages tend to attract employers who were more deeply committed to the program and the young people they employed. Ultimately, a subminimum wage sends the wrong signal about the value that should be placed on young people and their work. It runs the risk of increasing the breadth of employer interest in youth apprenticeship at the cost of the depth of that commitment and the quality of the jobs and training provided.

III. The Bush Position

For the specifics, see the enclosed fact sheet prepared by the Department of Labor.

IV. Bush Attacks on Clinton and Best Rebuttal

1. I have introduced legislation. What have you done?

Clinton as Governor passed the first state legislation on youth apprenticeship in the nation, creating a set of demonstration projects and creating the structure for a broad statewide initiative. Industry and organized labor were brought into the process early and have a central role in governance of the effort. The legislation provides for strong bridge to post-secondary.

2. Your program in Arkansas has nothing to show for it. Where's the success?

Arkansas has one of the most comprehensive pieces of state legislation in the country. The state is well into the design and implementation of actual programs. Ten sites have completed the planning phase; six of these have just been funded for implementation.

V. Final Background Notes

Youth apprenticeship has tremendous appeal and is catching on across the country, though still on a small scale. At least 15 states have planning or implementation initiatives underway. There are more than five bills before Congress that include youth apprenticeship components.

Clinton was one of the first national leaders to articulate this vision. He was the keynote speaker at the first conference on the subject in December, 1990.

There are unresolved issues nationally. Labor is still holding back active endorsement of the idea. They mistrust the Bush administration's initiative as one in a long line of actions to weaken the quality of traditional apprenticeships. The administration's proposal of a subminimum wage does not help.

Youth apprenticeship must be conceived of as part of a comprehensive program to improve workforce skills so that people can have more mobility, flexibility, and opportunity to earn, learn and live a decent life, some of the

changes have to come in the way we provide education and training: get kids out into the real world; get employers interacting with and creating opportunities for our children and grandchildren, this nation's hope. But changes in the way we prepare people for work must be accompanied by changes in the way we work--so that we use all our people to the best of their abilities, so that we maximize their usefulness to society, their contribution to the economy and their ability to provide for themselves and their families.

McGUIRE & ASSOCIATES

P.O. Box 464 • CEDAR CREST, NEW MEXICO 87008 • TEL: (505) 281-1108 • FAX: (505) 281-1350

August 10, 1992

MEMORANDUM

TO: Mike Cohen
FROM: Susan McGuire
RE: Issue Brief on Apprenticeship

Attached is a backgrounder for the Clinton campaign on youth apprenticeship. While Gov. Clinton is familiar with many of the background issues and the general design of youth apprenticeships, others may not be.

Since there are several competing legislative proposals, including the Administration's, it is probably best to keep discussion on the general provisions and leave the details of design to be worked out legislatively. Also, the unions have not yet worked out their concerns on the use of the term "youth apprenticeship" or on how any new program would affect existing apprenticeships.

Please let me know if you want more, less or different: (505)292-4150 or fax (505)281-0000.

CLINTON/GORE CAMPAIGN

ISSUE BRIEF ON YOUTH APPRENTICESHIP

Background and Need

Youth apprenticeship is one element of a comprehensive policy to enhance the skills of the American workforce. Such a comprehensive policy includes high educational standards which all students are expected to meet, school to work transition systems, recognized occupational standards, and reorganization of work into high performance workplaces.

The elements of such a comprehensive policy are interdependent:

- Without the foundation of high educational standards and achievement, American students will continue to lag behind our competitors, and workers will not possess the levels of competence necessary for the high performance workplace.
- Without a school to work system designed to relate academic studies with the world of work and to provide skill training based on recognized occupational standards, non college bound youth will continue to mill about in the low wage labor market.
- Unless employers reorganize work to increase responsibility for front line workers, employers will increasingly compete on the basis of low wages -- and low skills.

The recent national focus on youth apprenticeship derives from concerns that American youth do not possess the education or skills needed by employers and the awareness that our competitors do a much better job of preparing their youth for work. Two national reports in particular sounded the alarm for America's economic future if the preparation of America's front-line workers is ignored: *The Forgotten Half: Non-College Youth in America*, by the W. T. Grant Foundation, and *America's Choice: High Skills or Low Wages*, by the Commission on the Skills of the American Workforce.

America's Choice proposed a comprehensive national strategy for addressing the deficiencies in the skills of the workforce tied to the necessity for employers to reorganize methods of production for high performance. Among its recommendations, the report called for the establishment of voluntary industry-based occupational standards and programs combining academic instruction, skill training and workplace experience leading to professional and technical certificates of mastery.

In the past, an abundance of high paying manufacturing jobs for low-skill workers and American dominance of world markets provided an assurance of income and independence for those without a higher education. This is no longer the case. Inflation adjusted average earnings of workers under 25 with only a high school diploma are 28 percent lower today than they were 15 years ago. Just as these workers were the engine for the remarkable increases in the U.S. post World War II standard of living, their declining incomes portend a declining standard of living for all Americans.

Our schools are for the most part isolated from the labor market. High schools have not been responsible for assisting youth to enter employment. In contrast, our competitors have well established school to work systems for noncollege bound youth. England requires world of work orientation for young students, and guarantees two years of work experience and job training for all 16-17 year old jobless out of school youth. In Germany, most youth enter three year apprenticeships sponsored by industry, unions and government. Sweden and Japan also have well developed systems relating schools to employment.

For the noncollege bound American student, there is no recognition of the relevance of schooling to work and no motivation to do well in school. In a survey by the Commission on the Skills of the American Workforce, ninety-eight per cent of employers ignored high school transcripts believing high school coursework to be irrelevant to their needs. According to the GAO, inadequate preparation of noncollege workers results in an estimated \$135,000 to \$300,000 per individual in forgone lifetime earnings.

Although only about one-fifth of all U.S. youth graduate from college, the average public expenditure for college youth is more than seven times greater than the average post high school investment for noncollege youth: In 1990 the GAO estimated post high school public expenditures of approximately \$10,440 per college youth and \$1,460 per noncollege youth.

Vocational and second chance programs reach only a small proportion of youth going directly into the job market. Only 3% of high school students are enrolled in cooperative education programs. American formal apprenticeships train less than 0.3 percent of the workforce for a limited number of skilled trades -- fewer than 300,000 individuals are in registered apprenticeship programs in the United States compared with 1.7 million in Germany. Federal second chance programs, primarily the Job Training Partnership Act, reach less than 5% of the eligible economically disadvantaged population and offer those few short term training and limited attention to remedying educational deficiencies.

In short, our foreign competitors invest substantially in work bound youth through education and training policies which emphasize and reward student effort, involve the active participation of employers and the community, and maintain quality occupational training and certification to meet national standards.

The Essential Elements of Youth Apprenticeship

Youth Apprenticeship, American Style, is still in an experimental stage. While current demonstrations vary, certain key components of a youth or student apprenticeship system are emerging and are broadly supported:

Integration of academic and vocational learning and school and workplace - Youth apprenticeships provide paid job experience and mentoring combined with related theoretical instruction. Secondary students in an apprenticeship program should be held to the same high academic standards and should be expected to attain the same level of academic mastery as other students, including a high school diploma.

Active participation of employers - Employers provide the worksite opportunity, supervision and training, participate in the development of training curricula and the establishment of industry standards.

Structured link between secondary and post secondary institutions - Youth apprenticeships begin in the 11th or 12th grades and provide for a continuation of education and training in postsecondary institutions; The design of the curricula should permit students in apprenticeships to transfer to an academic program.

Structured on-the-job learning leading to a universally recognized qualification - Occupational training should be broadly developed, not task specific, utilize occupational standards, and should lead to certification which is accepted in the industry and transferrable from one company to another.

The Federal Role

The Federal government has had a limited role in both educational preparation and skill training. Federal funds constitute less than 6 percent of public funds for education through secondary school. A patchwork of Federal programs including support for vocational education, cooperative education and second chance programs for the economically disadvantaged offer skill training and job placement assistance for a small percentage of noncollege bound youth. The United States has looked to employer training, proprietary vocational schools, joint employer/union apprenticeship programs, the military services and public community colleges to provide occupational training.

The Federal Government should take the leadership role to develop a national system to prepare young people for work. Such a system would be based on the collaboration of government, employers, unions and employee representatives, and education institutions. It is not enough to authorize pilot programs -- what is needed is a long term commitment to meld the current fragmented pieces into a coherent system and apply the resources necessary to assure its success.

The primary Federal responsibility in an effective school to work transition system is to **facilitate the development of industry-wide occupational standards** upon which training and certification must be based. The process for developing standards should be broadly inclusive to assure acceptance by both business and labor.

Second, the Federal government should assure that **existing federal programs and resources are integrated into a system designed to facilitate the transition from school to work for all students**, including labor market information, career exploration, job search assistance, education remediation, second chance systems for high school dropouts, occupational skill training and work site training.

Third, the Federal government should support the development of **comprehensive state and local school to work transition systems**, utilizing federal, state and local resources including vocational education, co-op education, tech-prep, and linking community colleges and other postsecondary institutions with public secondary schools.

Fourth, the federal government should support the development of **partnerships between secondary and postsecondary schools, labor and employers to provide apprenticeships resulting in certified skill competencies**. Federal resources would be used for seed money to establish apprenticeships which meet the criteria established above; Federal support should also include **technical assistance, information clearinghouse, and research and evaluation** of apprenticeship models.

Fifth, the federal government should assure protection of **existing registered employer/union apprenticeship standards**. The Federal government should also assure the maintenance of **health and safety standards** for work site training and should institute protections against the **displacement** of current workers or reduction of wages.

Status of School to Work Transition Initiatives

State Initiatives

The report of the Commission on the Skills of the American Workforce, *America's Choice, high skills or low wages!* stimulated action by several states and spawned the introduction of numerous bills in both houses of Congress.

Oregon has implemented the most ambitious statewide changes, establishing a certificate of initial mastery tied to new educational standards, establishing community "learning centers" for school dropouts, creating three to four-year-programs leading to professional-technical certificates, and reorganizing the state's employment and training services into a comprehensive system.

New York State, Massachusetts, California, Washington, Indiana, Wisconsin, Rhode Island, Texas and Minnesota are in varying stages in the development of school to work transition systems. In addition, the Council of Great Lakes Governors has adopted a multi-state initiative to develop professional-technical standards.

Several states are implementing statewide youth apprenticeship programs including Arkansas, Maine and Pennsylvania. The Council of Chief State School Officers has awarded planning grants to 10 state education agencies to design and develop youth apprenticeships.

Administration Initiatives

The Department of Labor funded nine school-to-work demonstrations in 1990, testing changes in high school curricula and linking classroom learning with the workplace in health, finance, metalworking and public service, and is conducting demonstrations in six states -- California, Iowa, Maine, Michigan, Oregon and Wisconsin -- to develop statewide youth apprenticeship systems.

The Secretary of Labor has established the National Advisory Commission on Work-Based Learning chaired by Jack MacAllister of US West. The Advisory Commission has focused its activities on the development of voluntary, industry-based skill standards.

The Administration has proposed the "National Youth Apprenticeship Act of 1992", H.R. 5220, introduced May 20 by Rep. William Goodling, the ranking Republican on the House Committee on Education and Labor. (The companion Senate bill, S. 2745, was introduced by Senator Dole.) The legislation authorizes \$50 million to assist states and local communities to start-up and implement youth apprenticeship programs.

Congressional Initiatives

The most comprehensive national workforce development legislation introduced to date is "*The High Skills, Competitive Workforce Act*", S. 1790, authored by Senators Kennedy and Hatfield and H.R. 3470, introduced by Reps. Gephardt and Regula. The *High Skills* bill broadly implements the recommendations of the Commission on the Skills of the American Workforce, including the development of voluntary occupational standards and apprentice-like career preparation programs.

Other school to work initiatives include:

- H.R. 4078 (Kildee) "*Workforce Readiness Act*" - to identify generic workplace readiness skills, support career exploration and guidance, curricula development, and expand academic/workplace programs.

- S. 2059 (Sen. Nunn) *"Youth Apprenticeship Act of 1991"* to establish demonstration programs for partnerships between secondary and post-secondary schools, labor and employers to provide apprenticeship training to students;

- S. 2222 (Breaux) *"Leading Employers into Apprentices Partnerships Act"* to provide tax credits for qualified apprenticeship education programs.

- H.R. 4976 (Goodling and Gunderson) *"School to Work Transition and Youth Apprenticeship Act"* to support partnerships of business, industry labor and education to develop industry standard and curricula and to fund state challenge grants to establish comprehensive school to work transition systems and to support apprenticeship programs at the local level.

- H.R. 3507 (Valentine) *"American Industrial Quality and Training Act"* authorizes Youth Technical Apprenticeship programs.

- H.R. _____. (Perkins) *"School-to-Work Transition Act of 1992"* provides grants to develop voluntary industry and occupational skills standards and grants to states and consortia of labor, business and educational organizations to improve school-to-work transition services.

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