Vocational Education

Wednesday, on a 20-18 party-line vote, the House Education and the Workforce committee reported out HR 1853, which would reauthorize the Carl D. Perkins Vocational and Applied Technology Education Act. Committee Democrats opposed the bill largely because it would hurt urban areas through changes in the substate funding formula, a reduction in the minimum grant size for local school districts and postsecondary institutions, and the option for states to create a 10% set-aside for rural areas. In addition, many Democrats, led by Rep. Mink, objected to ending sex-equity set-asides (although the Administration proposal would do this, as well).

Aside from the funding formula issue, the Department of Education has several other concerns with the bill. In particular, HR 1853 would provide the Secretary with almost no discretion on the approval of state funding applications and would give the Secretary no role in developing state program performance indicators or benchmarks -- thus providing little by way of accountability. Moreover, one section provides that no funds under the Act "shall be used to meet or obtain federally-funded, or endorsed industry-recognized skills, certificates, or standards," the impact of which remains unclear.

The Department feels the Republicans are highly unlikely to find the votes to pass the House bill in its current form, and that further negotiations with Democrats are in store. Meanwhile, on the Senate side, the Labor and Human Resources Committee is expected to introduce a single bill that would combine separate authorizations for vocational education, job training and adult education programs sometime next month.

Jon_Weintraub @ ed.gov
06/25/97 04:47:00 PM

Record Type: Record

To: See the distribution list at the bottom of this message

cc:
Subject: house reports voc ed bill on partisan vote

fyi

Forward Header

Subject: house reports voc ed bill on partisan vote
Author: Jon Weintraub at WDCC01
Date: 6/25/97 5:44 PM

Almost all members of both sides of the aisle were present at different times during the markup. Only Miller [D-CA] was absent on the Democratic side, while Petri [R-WI] and Castle [R-DE] weren't there until the very end.

Chairman Goodling put the substitute he circulated on Monday on the table. It was identical except for minor edits. The following amendments were offered:

Schaffer [R-CO] : added a new section 406, "None of the funds received under this Act may be used to provide vocational-technical education programs to students prior to the 7th grade, except that equipment and facilities funded under this Act may be used by such students." This was an amendment negotiated with Kildee and passed by voice vote. Kildee got clarification that this would not apply to professional development.

McCarthy [D-NY] : raised the secondary grant size from $7500 to $10000 [current law is $15000]..This was voted down by voice vote after Riggs suggested that this would be part of any deal on the formula.

Mink [D-HI], Woolsey [CA], & Sanchez [D-CA] : tried to restore the set-aside and staff for sex-equity by requiring a hold-harmless on spending for this purpose.. This failed 17-22. Riggs tried to argue that the Secretary had the responsibility to ensure that the benchmarks on sex equity were effective in meeting those needs. Dem staff will follow up and try to put all of Riggs' remarks in report language since the authority he referenced exceeded the bill language.

Kildee [D-MI] : urged that the committee adopt the definition of charter schools from IASA in this bill. The Republicans asked that the amendment be deferred until the floor so that they could examine the impact of adopting that definition.

Payne [D-NJ] : moved to strike the rural reserve..failed 16-20

Mink [D-HI] : moved to retain section 111(b) of current law which would keep the sex equity coordinator at $60000 and the activities without the program set-aside...failed 15-19

Martinez [D-CA] : moved to change the substate secondary formula starting in FY 1998 so that money equal to what was available in FY 1997 would be allocated by current law and any money appropriated that exceeded that amount would be allocated using 60% poverty: 40% population... failed 16-22 with Woolsey voting with the Republicans since the LEAs that she looked at tended to do better with their formula.

Martinez [D-CA] : offered a substitute containing parts of our bill and current law formula for substate secondary allotments...failed 18-19 with Republicans scurrying to find their members.

The bill was then reported on a strict partisan vote: 20-18

Clearly, this bill is in serious trouble if they took it to the floor without a compromise with the Dems on the formula.. The Republicans are very unlikely to be able to pass it in their own caucus given that they lost 60 of their own votes on HR 1385.

Message Sent To:

Kenneth S. Apfel
Ananias Blocker III
Michael Cohen
William R. Kincaid
S. A. Noe
Robert M. Shireman
Kathryn B. Stack
Barry White

Jon_Weintraub @ ed.gov
06/24/97 08:28:00 AM

Record Type: Record

To: See the distribution list at the bottom of this message

cc:
Subject: where we are on voc ed

fyi

__________ Forward Header __________
Subject: where we are on voc ed
Author: Jon Weintraub at WDCC01
Date: 6/24/97 9:14 AM

Substitute circulated on 6/23 [97VOC12]:

Markup is scheduled in full committee tomorrow after a postponement of a week. The markup was postponed by the Republicans in an attempt to get Democratic support in full committee. The major issue for members is the substate formula, although there are numerous other issues of importance to the Administration. As of now, there is no Democratic support for the substitute.

The Committee substitute for HR 1853 [the Riggs bill] has a substate formula of current law in the first year which then goes to a 50% poverty: 50% population formula for the next four years. The Administration bill [HR 1803] used the Title I formula for its substate allocations. The Republicans offered and the Democrats rejected a compromise package that included:

substate formula: fy 1998 70% poverty: 30% population
fy 1999 65% poverty: 45% population
fy 2000 & beyond: 60% poverty: 40% population
and

minimum grant size: LEAs raising the $7500 to $10000 [current law is $15000]; post-secondary institutions raising the $20000 to $40000 [current law is $50000]

On the positive side, the substitute adds an authorization for tech-prep funded with 10% of the funds off the top of the total appropriation. The substitute also consolidates the three separate $5 million authorizations for national programs into one such sums authorization. There is no mention of School-to-Work or its repeal.

The negative side is broad and deep, reflecting bad policy and poor drafting:

1) APPLICATION [PLAN] APPROVAL: This language has not been altered. It says that, "The Secretary shall approve the State application unless the Secretary makes a written determination, 90 days after receiving the application, that the application is in violation of this Act." This is slightly more restrictive than the language that the House passed in HR 1385, the job training/adult education bill. The Administration was successful in getting the word "rigorous" inserted as a word describing the type of benchmarks that have to be developed by States. That is the only "hook" to link program quality with the plan approval process. Other than that provision, the plan approval process is turned completely on its head.

2] ACCOUNTABILITY: There is NO role for the Secretary in developing core indicators or negotiating state benchmarks as there was in HR 1385. There bill says that, "If a State fails to meet its benchmarks..the State shall develop and implement a program improvement plan.." There is NO mention of complying with GPRA in their bill or that the states must provide necessary data in their reporting. The Committee rejected all language suggested by the Department to modify these provisions including Mike Smith's suggestion to require that performance information is made available at the state and local level to the public.

3] BOWING TO THE RELIGIOUS RIGHT: a) In new language added to this substitute, the Committee substitute states: "None of the funds made available under this Act shall be used to require any individuals to meet or obtain federally-funded, or endorsed industry recognized skills, certificates, or standards." Does this mean that a program with an industry standard cannot be funded? (b) Does the second sentence now have broader meaning: "Nothing in this Act shall be construed to permit, allow, encourage, or authorize any federal control over any aspect of any private, religious or home school, whether or not a home school is treated as a private school or home school under State law. THIS SECTION SHALL NOT BE CONSTRUED TO BAR PRIVATE, RELIGIOUS, OR HOME SCHOOLS FROM PARTICIPATING IN PROGRAMS OR SERVICES UNDER THIS ACT."

4] MINIMUM GRANT SIZE: The substitute has the minimum grant for a LEA at $7500 and for a post-secondary institution at $20000. The Administration's bill kept the current law provisions of $15000 for a LEA and $50000 for a post-secondary institution.

5] STATE LEADERSHIP AND ADMINISTRATION: The substitute permits 8% of the state grant to be used for state leadership activities and 2% for administration. The Administration's bill [HR 1803] has 10% for state leadership and 5% for administration. With the demand for increased accountability and program and teacher development, the Administration believes that the higher percentages are warranted.

6] 10% RURAL RESERVE: There is a provision permitting the state board to reserve up to 10% of the funds to be allocated to LEAs for rural areas with the state free to determine what rural areas are needy.

Comments

The Republicans have put themselves in a box on this and appear to be willing to report this bill without Democratic support. One should remember that they lost 60 Republican votes on the floor on HR 1385. Even if they keep most of those, they are likely to lose 10 or more who just won't vote for any federally funded education program. When HR 1385 passed the House 340-60, 187 Democrats and 155 Republicans voted for it.

Message Sent To:

Kenneth S. Apfel
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Kathryn B. Stack
Barry White

Standards was from Careers bill, but dropped something that said unless student request.

in developing authority to disapprove on wh

home school language--standard right boilerplate
not clear what the impact is

Department thinks that GOP will have a hard time passing

Sex equity

Current funding formula is 70 Title I pov -- 20 IDEA count -- 10% # of students enrolled in training programs under the jurisdiction of LEA in the prior year. Significant shift away from targeting.

10% rural

5% based either on exceeding benchmarks, exceeding graduation rates, or used to help LEA's meet benchmarks.

Senate committee introduction expected in July

Senate bill will be one bill with separate authorizations, maybe some joint planning, etc.

Technology

Weintraub--

Groups raised to Mike today, now that there are choices among House and Senate provisions on changing the work requirements within TANF--Ed and Workforce committee says 20% of those required to work--more restricted than current law; W&M says 30% of those requiredc to work, excluding teen parents; and then Senate bill is 20% of caseload, excluding teen parents.

All of the groups, including NGA, and APWA, are coming out in favor of the Senate provisions. Groups pushed Mike on admin position.

On SAP

Weintraub

17. Education Daily

June 26, 1997 ***GOODLING PITCHES INCENTIVES***

FOR VOC ED GRADUATION RATES The House education leader wants to use a "carrot" to get school districts to improve vocational students' graduation rates, rather than the "stick" of threatening to withhold their federal funds.

States should be allowed to offer school districts incentives to improve vocational education instead of requiring them to hit graduation rate targets to get their full share of federal voc ed money, said Bill Goodling, R- Pa., chairman of the House Education and the Workforce Committee.

His panel yesterday was considering H.R. 1853, which would let states withhold 20 percent of a district's voc ed funds unless its graduation rate for voc ed participants meets the state average, or the district is deemed to be making progress toward that goal (ED, June 13).

State Incentive Pool But Goodling was poised to offer an amendment that would let states withhold 5 percent of federal voc ed funds already headed to school districts, and then award that money as an incentive to districts whose graduation rate for voc ed students meets state-set benchmarks or the average graduation rate in the state.

As Education Daily went to press yesterday, Goodling had not formally introduced the amendment, and the committee had not voted on H.R. 1853.

But Goodling's expected proposal seemed to overcome committee members' concerns about how states would implement the punishment provision and whether it would add a layer of bureaucracy to voc ed programs rather than streamline them, a GOP staffer said.

Taking the money off the top of their Perkins Act allotment and offering it as an incentive "still accomplishes our objective" of improving academic and vocational programs, said staffer Becky Voslow.

Partisan Formulas Committee Republicans postponed last week's scheduled vote on H.R. 1853 to try to forge a compromise with Democrats on the bill's formula for distributing funds to school districts.

But negotiations failed when Democrats rejected a GOP compromise proposal.

H.R. 1853 would retain, through fiscal 1998, the current formula under the Carl D. Perkins Vocational and Applied Technology Education Act, which sends money to localities based 70 percent on the Title I formula, 20 percent on the number of students with disabilities in a district, and 10 percent on the number of students in training programs.

For fiscal 1999 through 2001, the bill would re-quire states to send funds to districts based half on their population ages 15-19 and half on those in that age group living in poverty.

Democrats want a formula based 30 percent on the population and 70 percent on poverty.

Urban Concern Rep. William Clay of Missouri, the committee's ranking Democrat, said the 50-50 formula under H.R. 1853 would funnel more to rural areas, hurting cities.

But Republicans contend all schools+including those in urban areas+would gain money because the bill would drive 90 percent of funds to the local level, up from 75 percent, even though districts would have to spend some of their money on projects that states now fund.

Republicans said that under the bill, New York City would directly receive $15.8 million, a 9.4 percent increase; Los Angeles would get $6.7 million, a 10.4 percent increase; and Dallas would land $1.8 million, a 14.5 percent raise (see chart, below).

Democrats also rejected Republicans' offer to increase the minimum voc ed grant from the proposed $7,500 to $10,000 for secondary schools, and from $20,000 to $35,000 for postsecondary schools. Democrats want to retain the current minimum of $15,000 for high schools and $50,000 for postsecondary schools.

The Senate Labor and Human Resources Committee plans next month to introduce a radically different bill to merge voc ed and job training programs. +Matthew Dembicki ■

Voc Ed

athletics administrator at Stanford University, said that universities interested in a simpler rule of thumb should assume that a Division I-A institution has to offer at least two more women's sports than men's sports, and to offer the maximum number of scholarships in those sports, to pass the two tests.

Mark Fiore contributed to this article.

16. Education Daily

June 12, 1997

WAYS AND MEANS VOTING ON COLLEGE TAX BREAKS

The House Ways and Means Committee, after several delays, was expected last night to vote on a plan to offer tax breaks for postsecondary expenses.

During a news briefing yesterday afternoon, Treasury Secretary Robert Rubin said it was too early to say whether the House committee's plan would draw a veto because of its differences from President Clinton's proposals.

Chairman Bill Archer, R-Texas, introduced a plan Monday that would fund a revised version of Clinton's Hope Scholarship at $22 billion over five years. Archer's plan overall falls at least $4 billion short of the $35 billion Clinton and congressional leaders agreed to in postsecondary tax cuts (ED, June 10).

Archer's plan would limit the Hope nonrefundable tax credit to covering only half of a postsecondary student's out-of-pocket expenses, up to $1,500. Critics say that this would render the credit ineffective for low-income students.

"The modifications made to the president's Hope Scholarship proposal move the tax subsidies even further toward the upper income," said a statement by the American Association of State Colleges and Universities.

Archer also wants to apply a $10,000 tax deduction — which Clinton generally proposed — only to prepaid tuition programs and education savings accounts.

Democrats have considered offering a counter proposal that would fund Hope Scholarships at $37 billion over five years and allow a $2,000 annual tax deduction for postsecondary education expenses. The plan would also provide $1.6 billion to aid school construction in low-income communities.

Although the House committee was expected to vote on the student aid proposals last night, it is expected to continue working on other tax proposals today. The Senate Finance Committee won't take up its tax plan until the full House votes on its proposal, which may occur this weekend. — Rebecca S. Weiner

17. Education Daily

June 12, 1997

HOUSE BILL TIES VOC ED FUNDS TO STATE DROPOUT RATES

A House Republican plan to rework the federal vocational education law would require school districts to ensure their dropout rate is no higher than the state average to get their full share of funding.

H.R. 1853—a bill introduced Tuesday to reauthorize the Carl D. Perkins Vocational and Applied Technology Education Act— would let states withhold up to half of a district's funds unless its dropout rate falls under the state average, or the state education board determines the district has made "continuous improvement" in lowering its rate.

The bill would distribute voc ed grants to school districts based half on their populations ages 15-19 and half on the proportion of those in the 15-19 age group living in poverty. The current formula is based 70 percent on a district's ratio of Title I-eligible students, 20 percent on the number of students with disabilities, and 10 percent on the number of students in school and adults in training programs.

Rep. Frank Riggs, R-Calif., chairman of the House Early Childhood, Youth and Families Subcommittee, introduced H.R. 1853, which his panel aims to take up today.

H.R. 1853 would reduce a state's leadership funds from 8.5 percent of its Perkins grant to 8 percent. Drafts of the House bill circulated to lobbyists in the past two weeks suggested cutting it to 3.5 percent (ED, June 2).

The bill also would cut the setaside for state administration from 5 percent to 2 percent, instead of the initial 1.5 percent proposed.

Several voc ed officials yesterday said the slight increase over what the House panel originally pitched would have little effect, as it still amounts to gouging more than half of the state administration funds.

More, Smaller Grants H.R. 1853 also would cut, from $15,000 to $7,500, the minimum grant to school districts, widening eligibility.

State voc ed directors last week expressed concerns that the $2,500 limit the House panel considered could more than double the workload of some states as it spread more federal funding to school districts (ED, June 6).

The bill would retain the $20,000 minimum for postsecondary schools it suggested in the House's draft, down from the current $50,000 limit.

H.R. 1853 would allow states to reserve up to 10 percent of their allotments for grants to rural areas.

Technology Fades

Present in the draft, but not in H.R. 1853, is a provision that would have let states spend up to 5 percent of their federal funds for new competitive grants for technology enhancement and professional development (ED, June 2).

Portions of the provision were folded into requirements for the state leadership setaside. The bill, for example, would require states use their share of federal funds in part to improve or expand technology, including distance learning, and professional development, such as training for voc ed teachers.

H.R. 1853 also scraps separate funding for tech prep, but allows states to use their setasides to fund the program.

Absent from the bill is an idea Riggs floated during a House hearing last week to require states to tap their state administration funds to, in part, pay for tech prep (ED, June 9).

Strong Accountability

H.R. 1853 contains tougher sanctions than the draft version for states that don't meet self-crafted benchmarks in their five-year plans for voc ed.

Instead of allowing ED to withhold up to 10 percent of their basic grant, the department would determine the penalty, which could include holding the entire grant.

ED pitched for that flexibility in H.R. 1803, its suggested Perkins amendments that Democrats introduced last week.

ED could withhold funds only after notifying the state and providing a hearing. It couldn't retain any portion of the grant if states didn't meet their targets due to "exceptional or uncontrollable circumstances," such as a natural disaster or an unforeseen dramatic drop in state funds.

Following today's scheduled subcommittee vote, the House Education and the Workforce Committee plans to take up the bill Wednesday. The Senate hasn't yet released its more ambitious plan to merge voc ed and job training programs.

--Matthew Dembicki■

18. Education Daily

June 12, 1997

BUDGET PLANS TO SAP GUARANTOR LOAN RESERVES

The Senate's education committee voted yesterday to claim nearly $1.8 billion from federal student loan programs to help balance the budget in five years.

The Senate Labor and Human Resources Committee passed, 17-1, its plan to have guarantee agencies bear most of the $1.79 billion burden.

The GOP proposal would reclaim $1.03 billion in guarantee agency reserves, about half the money they now hold to cover the costs of defaulted student loans. The money would be deposited into a new restricted account, and guarantors could use interest from the money only to reduce student loan defaults.

DSL Schools Hit

The committee's deficit reduction package also would repeal the $10 loan origination fee the federal government now pays to schools in the Direct Student Loan (DSL) program, to save $160 million over five years.

The Senate plan would cut the Education Department's administrative spending for the DSL and Family Education Loan programs by $604 million over five years.

The House Education and the Workforce Committee was expected to take up a similar plan last night.

The House plan would allow guarantee agencies with smaller reserve ratios to pay back a smaller share, and to start the repayments a year later than agencies with larger reserve ratios.

In reducing the administrative spending on student loans, the House plan would cut spending by $170 million in both fiscal 1998 and 1999, and continue with $150 million cuts each of the following three years.

It also would scrap the $10 DSL fee.

The House Budget Committee may package the "budget reconciliation" recommendations from various panels into one bill as early as tomorrow, and the Senate Budget Committee is expected to draft its consolidated bill next week.

Student Savings Lost President Clinton also wanted to commandeer the guarantee agency reserves, but his budget would use the money to cut students' loan origination fees from 4 percent to 2 percent, a $1.4 billion savings for borrowers (ED, Jan. 29).

During the Senate committee's debate on its plan, partisan bickering erupted over an alternative offered by Sen. Edward Kennedy, D-Mass., based on Clinton's plan.

Kennedy's amendment — which was rejected 10-8 along party lines — would have cut the student fee and recouped more than $1 billion by reducing the amount of money guarantee agencies receive for defaulted loans and lowering the amount guarantee agencies are paid for collecting on defaults, from 27 percent to 18.5 percent.

But Chairman Jim Jeffords, R-Vt., said Kennedy's plan would violate the balanced budget agreement forged between the White House and Congress by increasing spending after five years as students continued to benefit from lower loan costs.

Kennedy criticized Republicans for "creating an entitlement for guarantee agencies" with a provision that would require "cost allowances" for guarantee agencies calculated at 0.85 percent of new loan volume, up to $170 million in the first two years and $150 million thereafter.

Republicans "are taking care of the guarantee agencies ...

but when we try to provide some

Welfare Bill / Voc Ed * from Diana F.

should earn the minimum wage -- whether they are coming off of welfare or not. The proposal does not meet this test.

Worker Protections in Welfare to Work -- We are deeply disappointed in the Subcommittee draft's lack of adequate worker protection and non-displacement provisions. We strongly urge the Subcommittee to adopt, at a minimum, the provisions included in H.R. 1385, the House-passed job training reform bill.

Repeal of Maintenance of Effort Requirements on State Supplementation of SSI Benefits -- Historically, the Administration has strongly opposed the repeal of maintenance-of-effort requirement because it would let States significantly cut, or even eliminate, benefits to nearly 2.4 million poor elderly, disabled, and blind persons. Congress instituted the maintenance-of-effort requirement in the early 1970s to prevent States from transferring Federal benefit increases from SSI recipients to State treasuries. The proposal also could cause some low-income elderly and disabled individuals to lose SSI entirely and to lose Medicaid coverage as well. The Administration opposed this proposal in last year's welfare reform debate.

Other TANF Provisions -- The Administration is concerned with several provisions in the mark that were not in the budget agreement. For example, the agreement did not address making changes in the TANF work requirements regarding vocational education and educational services for teen parents. The Administration opposes the provision allowing States to divert TANF funds away from welfare-to-work efforts to other social service activities.

The budget agreement reflects compromise on many important and controversial issues, and challenges the leaders on both sides of the aisle to achieve consensus under difficult circumstances. We must do so on a bipartisan basis.

I look forward to working with you to implement the historic budget agreement.

Sincerely,

Franklin D. Raines
Director

Identical letter to the Honorable Sander Levin

MAY-12-1997 15:47 TO:W KINCAID FROM:DADE, J. P. 1/4

HR 1385 Adult ed / Job Training — Full Committee 2 pm — Mice Shepherd OMB Leg Affairs

URGENT

Total Pages: 4

LRM ID: CJB42

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
Washington, D.C. 20503-0001

Monday, May 12, 1997

LEGISLATIVE REFERRAL MEMORANDUM

prob going to come up on the floor tomorrow

TO:	Legislative Liaison Officer - See Distribution below
FROM:	Janet R. Forsgren (for) Assistant Director for Legislative Reference
OMB CONTACT:	Constance J. Bowers PHONE: (202)395-3803 FAX: (202)395-6148
SUBJECT:	**OMB Statement of Administration Policy on HR1385 Consolidation, Coordination, and Improvement of U.S. Employment, Training, Literacy, and Vocational Rehabilitation Programs**
DEADLINE:	**1:00 p.m. Wednesday, May 14, 1997**

not sure if SAP has gone out

In accordance with OMB Circular A-19, OMB requests the views of your agency on the above subject before advising on its relationship to the program of the President. **Please advise us if this item will affect direct spending or receipts for purposes of the "Pay-As-You-Go" provisions of Title XIII of the Omnibus Budget Reconciliation Act of 1990.**

COMMENTS: Please refer to H. Rept. 105-93 for HR 1385 as reported by the H. Committee on Education and the Workforce. Copies of the report are now available from House Documents. The bill could reach the House floor, subject to a rule, shortly. Therefore, in order that the Administration position be available prior to the bill's consideration by the Rules Committee, we request your comments on this draft SAP by the above deadline.

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Randy Hays said OMB left out lang on accountability - state plan approval did not want to strengthen language on enforcement

Patricia Lealy on House floor Friday

EOP:

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LRM ID: CJB42 **SUBJECT:** OMB Statement of Administration Policy on HR1385 Consolidation, Coordination, and Improvement of U.S. Employment, Training, Literacy, and Vocational Rehabilitation Programs

RESPONSE TO
LEGISLATIVE REFERRAL
MEMORANDUM

If your response to this request for views is short (e.g., concur/no comment), we prefer that you respond by e-mail or by faxing us this response sheet. If the response is short and you prefer to call, please call the branch-wide line shown below (NOT the analyst's line) to leave a message with a legislative assistant.

You may also respond by:
(1) calling the analyst/attorney's direct line (you will be connected to voice mail if the analyst does not answer); or
(2) sending us a memo or letter
Please include the LRM number shown above, and the subject shown below.

TO: Constance J. Bowers Phone: 395-3803 Fax: 395-6148
Office of Management and Budget
Branch-Wide Line (to reach legislative assistant): 395-7362

FROM: ______________________ (Date)

______________________ (Name)

______________________ (Agency)

______________________ (Telephone)

The following is the reponse of our agency to your request for views on the above-captioned subject:

_____ Concur

_____ No Objection

_____ No Comment

_____ See proposed edits on pages _____

_____ Other: ______________

_____ FAX RETURN of _____ pages, attached to this reponse sheet

DRAFT -- NOT FOR RELEASE

May , 1997
(House)

H.R. 1385 - Employment, Training, and Literacy Enhancement Act of 1997
(Rep. McKeon (R) CA and 6 others)

The Administration is pleased that H.R. 1385 incorporates many of the principles articulated in the President's G.I. Bill for America's Workers. These principles, which are central to reforming Federal job training programs, support our common goal to build an integrated workforce development system. The new system embodied in H.R. 1385, based on a firm foundation of individual opportunity, empowerment, and improved performance information, represents a good first step towards improved accountability to consumers and taxpayers for results.

Although the Administration supports House passage of H.R. 1385, it does not agree with every provision of the bill, such as those affecting adult education and vocational rehabilitation. Therefore, the Administration looks forward to working in the Senate to address these concerns and ensure the enactment of legislation that best meets our common objectives.

* * * * * * * * * *

DRAFT

Weintraub -- May 1, 1997

Mtg Monday at 4:30 at NEOB

Adult Ed--

Our bill has been sent up, but has been overtaken by all the work on the full committee markup

Should be introduced in the next couple of days

Have used effectively in bipartisan negotiation with the committee -- cut and pasted lots of sections on both substantive and technical issues -- they took all of those amends that we wantedd

major issues:

1. governance/presumption/mention of SEA
would not take back-up which is clarification of provision on eligible agency--wanted to say statutory [state] law-- had to be an act of state legislature, not just exec order or governors's memo.
Wouldn't clarify, though that's what they say it means

2. Performance benchmarks, goals-- issue there
Shall negotiate and reach agreement--state/local
fed/state -- secretary authorized to negotiate -- nothing about agreement -- not tied to plan approval.

Right now Sec shall approve if meets provisions of the act--just a checklist

Our proposal is clear on both. On proposal piece -- gist is that Sec develops a core set of indicators with each stae and has to assure in negotiations with the state that goals and benchmakrs are sufficiently rigorous

on governernance -- SEA or that agency pursuant to state

largely adopted what we wanted on other major themes.

Committee has said that they are going to present a very sparse committee report -- not going to interpret any of these sticky issues in terms of intent -- concern about getting attacked from the right -- but that's unusual.

Committee Bill--
Adult Ed, Voc Rehad, and Job Training--
JTPA has been a permanent authorization-- main thing is taht they are changing to a 5 year authorization.

Moving toward skill grant approach--collapsing down the number of programs
No longer continues summer youth employment program -- state and local option

We will still introduce our adult ed proposal, because can still be pointed to on the floor.

So far, no Dem wants to take up the performance issue--
R's pushing admin on how to respond to GPRA, but not giving any tools to push to performance

Voc Ed

ED very frustrated by OMB process on adult ed--took forever to get out--6 weeks/2 months

ED's voc ed proposal will prob go to OMB next week

Mon is prelude to try to deal with big issues in advance

I. RWR wants to continue tech prep as a separate program--OMB questioning why

Rationale on continuing tech prep:

a. One of the few places where we are giving money for programmatic purposes specifically to community college--mirrors and reinforces POTUS desiere on everyone to have 2 years of college; very well received by both high schools and community colleges and technical schools; see no reason to end.

OMB seems primarily to be reacting to GAO/# of programs

going from 23 to 4/counting indian programs

Without distinct program, probably don't get as much money overall--probably 100 M plus less of an investment

2. Want to continue authorization for NOIC -- naitonal occupational info system -- info for both ed and training -- last two years approp only as a Labor approp

Need to continue auth that was in Perkins

OMB approach as purists on consolidation

ED community wants to have

Alice !
5-4790

DRAFT -- NOT FOR RELEASE

May 15, 1997
(House)

H.R. 1385 - Employment, Training, and Literacy Enhancement Act of 1997
(Rep. McKeon (R) CA and 6 others)

The Administration is pleased that H.R. 1385, as reported by the House Committee on Education and the Workforce, incorporates many of the principles articulated in the President's G.I. Bill for America's Workers. These principles, which are central to reforming Federal job training programs, support the common goal of building an integrated workforce development system. The new system embodied in H.R. 1385, based on a firm foundation of individual opportunity, empowerment, and improved performance information, represents a good first step toward improved accountability to taxpayers.

Although the Administration supports House passage of H.R. 1385, it does not agree with every provision of the bill, such as those affecting adult education and vocational rehabilitation. Therefore, the Administration looks forward to working in the Senate to address these concerns and to enact legislation that best meets mutually shared objectives.

Pay-As-You-Go Scoring

H.R. 1385 would affect direct spending; therefore, it is subject to the pay-as-you-go requirement of the Omnibus Budget Reconciliation Act of 1990. OMB estimates that the pay-as-you-go effect would be zero.

* * * * * * * * * *

(Do Not Distribute Outside Executive Office of the President)

This draft position was developed by LRD (Connie Bowers) in consultation with HR (Barry White/Larry Matlack/Maureen Walsh/Kathy Stack/Aromie Noe). The Departments of Labor (Morin), Education (Hansen), Justice (Jones), HHS (Montgomery) and the Interior (Simmons), the Office of Personnel Management (Wolf), Social Security Administration (Warner), Office of Government Ethics (Ley), and OIRA (Oleinick) agree with this position. This draft statement was also sent to the following agencies, which did not comment: the Department of Housing and Urban Development, the National Commission on Disability, and the National Institute for Literacy.

BACKGROUND

Administration Position To Date. On April 30th, the President sent a letter to the House Committee on Education and the Workforce for consideration at the Committee's markup of H.R. 1385. That letter commended the bipartisan effort to craft legislation that would achieve many of the objectives shared by the Administration and Congress. It stated that "while we do not agree on every provision of the bill, especially those affecting adult education and vocational rehabilitation, this legislation advances our common goal of building an integrated workforce development system consistent with most of the principles I articulated in my G.I. Bill for America's Workers." The President's letter noted that the bill is a "good first step" toward making the job training system more accountable.

In the 104th Congress, the Senate and House passed different versions of workforce development legislation, but the conference bill failed to reach a floor vote. H.R. 1385 does not contain some of the controversial features that stymied the legislation last year (i.e., it does not affect in-school vocational education programs and it would not repeal the School-to-Work Opportunities Act).

SUMMARY OF H.R. 1385

Block Grants

H.R. 1385 would consolidate existing Federal employment, training, and literacy programs into three block grants to States and localities for: (1) adult employment and training for disadvantaged adults and dislocated workers who are chronically unemployed or who have lost their jobs as a result of economic shifts or corporate downsizing; (2) disadvantaged youth, including high school dropouts; and (3) adult education and family literacy to assist low-income people to obtain skills necessary to become employed (e.g., those trying to make the transition from public assistance to the workforce).

While the grant programs for disadvantaged youth under the Job Training Partnership Act would be consolidated into the State block grants, Federal administration of the Job Corps would be maintained. That program provides residential vocational education and training for disadvantaged youth aged 16-24.

Federal Role

The Secretary of Labor would oversee the employment and training programs and the Secretary of Education would oversee the adult education and literacy programs. The Secretaries would: (1) allocate funds, by formula, to States; (2) receive and review State plans; (3) carry out authorized national activities (including research, program assessment and evaluation, and demonstrations); (4) issue regulations; and (5) carry out duties with respect to State accountability. With regard to State accountability, the Secretaries would: (1) negotiate expected levels of performance with the States identifying challenging levels of performance for "core indicators"; (2) promulgate uniform definitions for each core indicator; and (3) award performance incentive grants.

State Role

To receive block grant funds, States would be required to develop a single, three-year State plan for the three block grants, along with other programs authorized under the Wagner-Peyser Act. The State plan would be developed through a collaborative process in each State, with the

Governor convening relevant public and private sector groups. This would replace the current JTPA requirements that designated State Councils be established in each State. The State plan would be submitted to the Secretaries for review and must be approved consistent with the provisions of the Act. State responsibilities would include: (1) identification of goals and benchmarks; (2) designation of local workforce development areas and criteria for appointment of local boards; and (3) development of criteria for the Statewide full-service employment and training delivery system.

The bill was amended in Committee to require State legislatures to appropriate the block grant funds. The bill fails to provide presumptive authority to State educational agencies for the administration of adult education and family literacy funds.

Local Role

The bill would require the establishment of local business-led workforce development boards, replacing currently authorized Private Industry Councils (PICs) established under JTPA. These boards would: (1) develop local plans; (2) select and certify eligible providers; (3) select and award grants on a competitive basis to eligible providers of disadvantaged youth activities; (4) work with Governors in identifying eligible providers of training services; and (5) develop a budget for carrying out adult training and disadvantaged youth programs and conduct oversight over such programs. Local boards, elected officials, and the Governor would conduct negotiations and agree on local benchmarks toward meeting State performance goals.

Skill Grants

The bill would require adult training to be provided through skill grants (vouchers), distributed through the full service employment and training system. Trainees would be provided choice in their selection of eligible providers. Participating training programs would be required to report annually on their performance to the State-identified agency.

Performance Accountability

The bill would require each State to establish its own long-term goals for each of the three block grants through which it receives funds. Goals would be measured through indicators of performance or "benchmarks," which include measures of specific "core indicators" of performance. Each State's benchmarks would be negotiated between the State and the Federal Government, taking into account factors such as how the State's performance levels compare with other States and how they compare to the model levels of performance. However, the bill does not provide guidelines for settling these negotiations. Currently, under the JTPA, the Secretary of Labor establishes national standards for job training programs, which are then adjusted by the States.

Vocational Rehabilitation

H.R. 1385 would reauthorize for three years the Vocational Rehabilitation Act, which provides training and rehabilitation money to States for the mentally and physically disabled. It would amend that act to better coordinate it with other employment and training programs.

ISSUES FOR RESOLUTION IN THE SENATE

The Department of Labor (DOL) has the following concerns:

- ***Lack of an assured summer jobs component.*** DOL supports consolidation of the summer and year-round training programs for disadvantaged youth into a single grant. However, the Department believes that summer jobs must be an essential element of that grant. While H.R. 1385 would authorize summer jobs as an allowable activity, DOL believes that the legislation should ensure that each local area provides summer job opportunities to disadvantaged youth. Labor notes that for many youth, a summer job is their first opportunity to work and their first critical step in learning the work ethic.

- ***Inadequate worker representation on local boards.*** DOL supports the provision in the bill for local workforce development boards to have a strong role in the administration of the new workforce development system. However, DOL believes that it is essential that such boards explicitly include representatives of organized labor, in order to enhance the board's ability to link the workforce development system to the labor market.

The Department of Education (ED) has the following concerns:

- ***Inadequate accountability.*** ED is concerned that H.R. 1385 would not ensure that States can be held accountable for providing high-quality, effective programs that yield satisfactory outcomes for their participants. ED believes the Secretaries should approve State plans based on their quality and promise to meet the purposes of the Act, not solely on their technical compliance. In addition, ED believes that the Secretaries and States should negotiate, and reach agreement on, challenging levels of program performance, including all the "core indicators" of such performance. (Note: DOL does not share this concern.)

- ***State Governance.*** ED believes the bill should make clear that State educational agencies will continue to play the lead role -- as they do under current law -- in planning and implementing adult education programs. This would maintain stable administrative structures that help to link such programs to other education efforts and funding resources.

- ***Legislative Authority***. ED believes the bill should retain a free-standing Adult Education Act that contains all the statutory provisions necessary for understanding, and implementing, the programs authorized. H.R. 1385, while nominally reauthorizing the Adult Education Act, would strip it of provisions relating to the definition of terms, State plan requirements, and accountability measures, which would be placed in another law. ED believes there is no programmatic justification for this complex and confusing legislative approach.

- ***OMB certification of agency compliance with information technology accessibility procurement guidelines.*** Rep. Eschoo (D-CA) may offer an amendment that would require the Director of OMB to certify agency compliance with information technology accessibility procurement guidelines. This amendment would place compliance enforcement responsibility with OMB, which does not have the personnel resources necessary to do this effectively.

The Department of Justice also has concerns about certain changes to the nondiscrimination provisions of the Job Training Partnership Act and believes that some of the provisions regarding Native Americans are in need of refinement. Justice would like to submit its comments to the Senate, pending the outcome of interagency review.

PAY-AS-YOU-GO SCORING

According to HRD (Fairhall) and BASD (Sullivan), H.R. 1385 is subject to the pay-as-you-go (PAYGO) provisions of the Omnibus Budget Reconciliation Act of 1990. The estimated PAYGO effect of the bill is zero. H.R. 1385 would authorize programs under the Rehabilitation Act that are scored as *mandatory* under the Budget Enforcement Act. The provisions in H.R. 1385 would simply extend appropriations authorizations of such sums as may be necessary. As funding levels would be subject to appropriations, the PAYGO effect would be zero.

THE WHITE HOUSE

WASHINGTON

April 29, 1997

Dear Mr. Chairman:

There has been widespread agreement on the need to reform Federal job training programs to create a world class workforce development system. While we have engaged in a healthy debate on the best means of achieving that reform, I appreciate your willingness to incorporate many of my core principles in H.R. 1385 -- bipartisan legislation to realize our mutual goal.

Although we do not agree on every provision of this bill, especially those affecting adult education and vocational rehabilitation, H.R. 1385, as introduced by Representatives Howard McKeon and Dale Kildee, advances our common goal of building an integrated workforce development system consistent with most of the principles I articulated in my G.I. Bill for America's Workers. Those principles include: individual empowerment coupled with good information to guide customer choice; leaner government through program consolidation and one-stop service delivery; better accountability for results; and the State and local flexibility needed to shape local systems in partnership with business-led local workforce development boards.

I am pleased that this legislation incorporates principles that are similar to my G.I. Bill tenets. Your approach will permit continued progress toward reforming, streamlining, and integrating job training and employment services within a one-stop workforce development system. Most importantly, this new system will be based on a firm foundation of individual opportunity, empowerment, and improved performance information -- representing a good first step towards improved accountability to consumers and taxpayers for results. The inclusion of skill grants will empower those seeking training or retraining, ultimately giving them greater control over their career development.

It is time for us to work together to craft a system that allows all Americans to obtain the skills needed to succeed in the 21st Century workforce. My Administration stands ready to work with you and the Congress to assure that this vital reform legislation meets our shared objectives.

Sincerely,

Bill Clinton

The Honorable William F. Goodling
Chairman
Committee on Education and the Workforce
House of Representatives
Washington, D.C. 20515

Adult Ed Act Testimony

URGENT

Total Pages: 12

LRM ID: CJB41

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
Washington, D.C. 20503-0001

Monday, May 12, 1997

LEGISLATIVE REFERRAL MEMORANDUM

TO: Legislative Liaison Officer - See Distribution below

FROM: Janet R. Forsgren (for) ~~Assistant Director for~~ Legislative Reference

OMB CONTACT: Constance J. Bowers
PHONE: (202)395-3803 FAX: (202)395-6148

SUBJECT: **EDUCATION Testimony on EDUCATION Draft Bill on Adult Basic Education and Literacy for the Twenty-First Century Act**

DEADLINE: 2:00 p.m. Tuesday, May 13, 1997

In accordance with OMB Circular A-19, OMB requests the views of your agency on the above subject before advising on its relationship to the program of the President. **Please advise us if this item will affect direct spending or receipts for purposes of the "Pay-As-You-Go" provisions of Title XIII of the Omnibus Budget Reconciliation Act of 1990.**

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RESPONSE TO
LEGISLATIVE REFERRAL
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If your response to this request for views is short (e.g., concur/no comment), we prefer that you respond by e-mail or by faxing us this response sheet. If the response is short and you prefer to call, please call the branch-wide line shown below (NOT the analyst's line) to leave a message with a legislative assistant.

You may also respond by:
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Office of Management and Budget
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The following is the reponse of our agency to your request for views on the above-captioned subject:

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DEPARTMENT OF EDUCATION

Statement by
Patricia W. McNeil
Assistant Secretary for Vocational and Adult Education
on
Adult Education and Literacy

May 16, 1997

Senate Labor and Human Resources Committee

Chairman Jeffords, Senator Kennedy, and Members of the Committee:

It's a pleasure to appear before the Committee. I would like to discuss the need for adult education and literacy programs in our nation, which is the context for the Administration's legislative proposal. Our bill, which was introduced last week, is our plan for adult education and literacy in the twenty-first century. We know that the twenty-first century will place increasing skill demands on Americans -- demands that the Nation must equip its citizens to meet if they are to succeed as workers, as parents, and as citizens in our increasingly complex society.

The Development of Federal Support for Adult Basic Education

Today, as we start the bipartisan process of reshaping the Adult Education Act, we should look back 30 years to the passage of Title II-B of the Economic Opportunity Act of 1964, which led all States to establish adult education delivery systems. Just two years later, the Adult Education Act was enacted and authorized programs of instruction for persons 18 years and older whose inability to read or write English was a substantial impairment to their ability to obtain employment. This Act has been amended and its purpose broadened five times since 1966. We should credit the leaders in the Senate and the House for their commitment to these efforts: Chairman Jeffords, Senator Kennedy, and former Senators Simon and Pell, Chairman Goodling, and Representatives Kildee and Sawyer.

Today, the Adult Education Act provides grants to the States to support programs that assist educationally disadvantaged adults in developing basic skills, achieving certification of high school equivalency, and learning English. Fifteen percent of each State's grant is set aside for demonstrations and teacher training projects. States distribute the balance to a variety of local educational and community agencies that provide adult education. Current law limits the funds that States may use for high school equivalency programs to 20 percent, sets aside a minimum of 10 percent for services to criminal offenders and other institutionalized individuals, and requires that States use some funds for "Gateway Grants" to public housing authorities.

The Importance of the Adult Education and Literacy Programs

The Department of Education's adult education and literacy programs are integral to President Clinton's "Call to Action for American Education in the 21st Century." As you know, the President has challenged the Nation to ensure that every 18-year old can go to college and that all adults are able to keep on learning.

Current adult literacy statistics reveal what a challenge this is. The 1993 National Adult Literacy Survey (NALS) found that between 26 and 30 million adults aged 16 to 64 years were at the lowest level of basic skills -- roughly at or below a fifth grade level. Of those at the lowest literacy levels, 25 percent were immigrants and 67 percent were not high school graduates. More than 40 percent of the group with the lowest literacy skills lived in poverty, in contrast to between 4 and 8 percent of individuals scoring in the two highest levels of the literacy assessment.

While there is a significant need for adult education and literacy services in all of the States, the level of need varies across the country. Statistical estimates of States' populations, age 16 and older, scoring in the lowest level of NALS range from about 11 percent to 25 percent. I have with me a map of the U.S. illustrating the NALS scores estimates. A number of the States represented on this subcommittee are in the lower range: the estimated State population at the lowest NALS level is 12 percent for Vermont; 13 percent for Iowa and Minnesota; 15 percent for Washington; and 16 percent for Massachusetts. Higher percentages of adults in the lowest NALS level are found in New York, Texas and the Southern States: for example, 22 percent in Arkansas and 21 percent in Tennessee.

States also differ on the kinds of programs their citizens need. One striking example of this is the need for English as a Second Language courses. Nationally, 37 percent of those served in adult education are in ESL. However, only 4 percent of Arkansas' enrollment is in ESL, in contrast to 45 percent of Washington's enrollment. Enrollments of welfare clients also differ dramatically by State. States report that between virtually none and 68 percent of their adult education students are welfare clients. The national average is about 17 percent. To give you an example of the diversity among the States, Vermont reports 41 percent of its adult education students are welfare clients, and Connecticut reports 12 percent are welfare clients.

The diversity of State needs and strategies reflect the diverse purposes adult education serves. These include preparing adults for further education, life-long learning, work, being their children's first teachers, and citizenship.

Adult education programs support State and community efforts to increase access to college. In 1995, 37 percent of adult education students were youth ages 16 to 24. In 1995, 75,000 adults received their high school credentials through adult education high school equivalency programs and 270,000 were awarded the GED. These credentials open the door to postsecondary education. Annually, 150,000 to 200,000 adult education program completers go on to postsecondary education. Once they have their high school credentials, adult education students can join the ranks of Americans whom the Administration seeks to help complete at least two years of postsecondary education through HOPE Scholarships, tuition tax deductions, and student financial aid.

New Mexico's Santa Fe Community College won a 1996 Secretary's Award for Outstanding Adult Education and Literacy Programs for its innovative strategies for out-of-school youth that opens college doors for very disadvantaged young adults. The program combines volunteer experience that provides work-related skills with teaching strategies and technologies tailored for out-of-school youth. All adult basic education students receive counseling on transition to college. The program had a 94 percent GED pass rate in 1994-95 and, of the GED completers, 40 percent enrolled in college credit courses in 1995-96. Another Secretary's Award-winning program at Second Step, a community-based organization in Concord, New Hampshire, has an alterative high school program that has successfully worked with very disadvantaged, at-risk youth by providing the students with highly individualized academic programs that fit their needs.

Adult education is also an important component of life-long learning. Adults of all ages and at all skill levels encounter changes in their lives that make it necessary to improve their basic skills, and the adult education system is there to help when that happens. Sometimes an individual is confronted at work with new technology that requires improved reading or math skills. As the Nation moves from the industrial age to the information age, many workers become dislocated from middle-class jobs. Although they may have learned to function well in their prior occupations with limited literacy skills, these workers are now faced with the challenge of starting new careers or entering job training. The companies participating in the Great Oaks Workplace Literacy Program, another Secretary Award winner, in Cincinnati, Ohio, report reduced employee errors, reduced waste in manufacturing processes, increase productivity, better attendance, and more promotions among employees in workplace literacy classes.

Welfare reform's emphasis on moving individuals into work will create further demands on individuals to improve their basic skills. More than one out of three AFDC, public assistance, and food stamp recipients who were tested scored in the lowest NALS proficiency level, compared with 22 percent of the total population. The 1996 welfare reform act requires youth who are receiving welfare payments to be in school or work toward high school completion if they do not have a high school credential. It envisions that adult clients making the transition to work will continue their life-long learning through part-time education enabling them to advance in their careers. The adult education system is the foundation on which life-long learning is achieved by the most educationally disadvantaged adults.

It will be a few years before we can assess the national impact of welfare reform on adult education, but we know some trends based on early State experiences. The JOBS program put a much greater emphasis on enrolling welfare clients in education programs than the "work-first" strategy does. Early indications of the impact of this policy change are mixed; some States have experienced a decline in the number of welfare recipients enrolled in adult education, but many others have not. Declining welfare enrollments may result from adults getting jobs first, getting off welfare, and then enrolling in education programs. As you know, many States have waivers and will implement new work requirements slowly. States also have substantial flexibility, and the impact on education enrollments will depend, in part, on policy decisions that States are just now making. But, eventually, all States will be confronted with welfare clients and former clients who need to upgrade their basic skills, in order to meet the work requirements and life-time limits on welfare eligibility.

One trend we are beginning to see is that the types of adult education services needed are changing. Welfare clients need to begin upgrading their basic skills as early as possible, so they can enter the workforce as soon as possible. Many clients will need to improve their basic literacy and numeracy skills concurrently with work: many will supplement a minimum 20-hour week of paid work with coursework. New approaches to service delivery will make adult education more accessible to welfare-to-work clients: shorter, more intensive classes that are more closely tied to workplaces will be offered. Some States are creating new linkages between adult education and skills training and job placement services into programs that will satisfy the work requirements. For example, the community college system in Washington State is funding pilot projects to combine vocational training, basic skills, and work.

A trend that concerns us is that few adult education agencies are actively participating in the welfare planning process. In a survey of 25 States by the National Adult Education Professional Development Consortium, 16 State Directors of Adult Education reported no role whatsoever in preparing the State welfare plan; 3 reported that adult education was indirectly represented; and in only 6 States, adult educators were members of the group preparing the plan. We think education needs to be a active partner in welfare to work transition systems.

States and local programs are already adjusting to meet the needs of those making the welfare to work transition. For example, the Connecticut Department of Social Services has requested that programs offer a minimum of 20 hours of instruction, making learning time similar to the work week. Participants like this approach because they complete their educational objectives faster. Rhode Island programs report seeing more young adults on welfare enrolling in adult basic education. Rhode Island's State Department of Social Services is working to provide clients more employment-related skills, SCANS competencies, and project-based instruction. Vermont, too, reports that an increasing number of welfare recipients are enrolling, and the State already has a relatively high percentage of welfare clients in its adult education enrollment. On the other hand, Alabama reports a decrease in the enrollment of welfare clients as the State implements a welfare reform strategy with a heavy "work first" emphasis.

Adult education also helps America's immigrants to become citizens. Their economic independence and their ability to exercise their rights and responsibilities as citizens require mastery of the English language. The ESL programs offered by the adult education system enroll about 1.4 million individuals annually. In 1995, 400,000 ESL students attained the basic ESL level and advanced to the intermediate level of study, indicating an initial mastery of basic English proficiency. Rhode Island reports an increase in enrollments in citizenship classes, with local programs trying to increase services to respond to waiting lists of 130 to 200 persons. In Connecticut, enrollments in citizenship classes have increase by about 25 percent

Perhaps the most critical role of adult education and literacy programs is fulfilled when a parent enrolls in order to learn to read to a child. The impact of parental literacy is so profound because of the inter-generational benefits. We must equip parents to become more involved in their children's learning and challenge them to meet the President's goal of ensuring that every student can read independently and well by the end of the third grade. Family literacy programs and parents reading to their young children on a regular basis have a demonstrated impact on the literacy and school performance of children.

The Administration's Legislative Proposal

Let me briefly describe for you how the Administration's proposal will help the adult education system meet the challenges of the twenty-first century.

First, the bill would promote program quality by establishing program priorities that are based on a strong foundation of research and effective educational practices. In making grants to local service providers, States would give priority to programs that effectively employ advances in technology, provide learning in real life contexts (such as work, family, and citizenship), use well-trained instructors and staff, and are of sufficient intensity and duration for participants to achieve substantial learning gains. Priority would also go to programs that have strong links with other education, career development and training, and social service programs. We would promote quality education by working with States to ensure teaching to high standards. For example, the development of basic skills certificates that are widely recognized credentials of achievement may promote high standards for learning at levels prior to high school completion.

Second, the bill would empower States and communities to meet their unique needs through streamlining and increased flexibility. The bill would consolidate multiple program authorizations into a single State grant. Many set-asides for specific target populations and types of programs would be eliminated. Waivers of statutory and regulatory provisions would be made available in order to help States and localities carry out adult education and literacy programs more effectively.

Third, the bill would include strong performance and accountability provisions to promote program improvement. Working together, the State Directors of Adult Education and the Office of Vocational and Adult Education have begun building a national system of performance indicators to gauge the progress of adult education. The bill would authorize the Secretary to continue to work collaboratively with the States to identify and compile information on the participation in, and the impact of, adult education. Building on this system, States would establish performance goals that define the level of student achievement to be attained, and regularly measure and evaluate the progress made toward these goals. The Secretary would be authorized to assist States in meeting the goals, work with States that fail to make progress, and award supplementary grants in recognition of exemplary performance. Similarly, States would be able to work with local grantees to ensure that they make progress toward their performance goals.

It is very important that the program goals established by States and local agencies be approved by the agency that provides them with Federal funds. In order to ensure quality services to their citizens and be accountable to the Department of Education for the use of Federal funds, States must be empowered to ensure that local agencies set sufficiently rigorous performance objectives. Similarly, Congress is holding the Department of Education accountable for the continual improvement of the adult education system, and the Department must be able to approve State goals in order to ensure that the adult education system will meet the goals established for the Government Performance and Results Act. By September, 1997, the Department must complete its annual plan setting performance goals for FY 1999 (which will be the basis of the President's budget that will come to Congress next February). Annual reports to Congress on actual performance, compared to goals, will begin in March, 2000.

Fourth, the bill would include a targeted formula and financing system aimed at strengthening the Federal-State partnership that supports adult education. Adult education is a Federal-State partnership: the Federal investment makes up about 25 percent of the national expenditures on these programs. In 25 States, the Federal investment constitutes at least 50 percent of expenditures. In addition, the adult education grant pays for about 90 percent of the training of adult education instructors. The Federal-to-State allocation formula in current law would be largely maintained, except for the elimination of the count of in-school youth, who are not part of the target population, and the inclusion of a distribution of 5 percent of the funds based on the number of limited English proficient adults in the State. A "hold-harmless" provision would ensure that each State's share of the appropriation does not decline more than 10 percent per year. A "maintenance-of-effort" provision would encourage States to continue their investment in adult education.

Our bill would continue to provide grants directly to the State educational agency or other State-designated agency responsible for administering adult education. This is an important issue since the House bill (H.R. 1385) would use a new definition of the State agency responsible for administering adult education. The House bill states that this agency can be determined by State law, but this could include executive orders as well as State statutes. Paralleling current State practice and Federal law, our bill would assign responsibility to the "State Educational Agency," as did the Senate's Workforce Development Act of 1995.

Finally, it is important to note the role the Federal Act plays in building the capacity and quality of the adult education system through flexible State and national leadership activities. State leadership activities would include supporting professional training and development, monitoring and evaluating the quality of services, establishing State content standards for adult education and literacy, developing program performance measures, and promoting the use of technology for teaching, learning, and managing programs.

Our national leadership strategy is carefully focused on activities that will benefit the field and is accomplished through partnerships with the States, the National Institute for Literacy (NIFL), and the National Center for the Study of Adult Learning and Literacy. We have worked closely with NIFL and the States over the past several months to clarify each of our appropriate roles in technical assistance, research, and development. Our joint strategy is reflected in our legislative proposal. National leadership funds would continue to support such activities as research on the condition and progress of literacy in the United States, the development of effective practices and model programs, such as distance learning, and the evaluation of services and instructional strategies. The Department plans to focus on developing certificates of basic skills that are widely recognized by employers and educational institutions, and new uses for technology. The bill would provide for continued funding of NIFL, as well as national leadership activities, through the adult education national programs authority.

I believe our bill successfully addresses the need for quality, innovation, flexibility, and accountability in adult education and literacy. I look forward to working closely with this Subcommittee to develop bipartisan legislation. I am happy to answer any questions that you have at this time.

House Committee Approves Sweeping Bill to Consolidate Job-Training Programs

By DOUGLAS LEDERMAN

A House of Representatives committee approved a sweeping change Wednesday in the way the government finances job-training programs, many of which are run by community colleges.

The House Committee on Education and the Workforce endorsed by a voice vote a bill that would consolidate dozens of federal job-training programs into a single block grant to states. The bill would also merge existing federal programs for adult education and for vocational rehabilitation for disabled adults into their own block grants.

Under the proposed new job-training arrangement, individual displaced workers would get vouchers that would allow them to choose what type of training they wished to pursue, and to decide whether they received it from a community college, a trade school, or some other group. Under the current system, local job-training boards contract with colleges, schools, or businesses to provide training to workers in the area. Backers of the proposal aim to promote competition among providers of job training.

Community colleges receive as much as a third of the roughly $2-billion that the government now spends on training programs. David Baime, director of government relations at the American Association of Community Colleges, said the institutions would probably fare about the same under the proposed system as they do now.■

POSITION PAPER

NEW OPPORTUNITIES PROGRAM

A WORKFORCE DEVELOPMENT INITIATIVE

NEW OPPORTUNITIES PROGRAM

The Community and Economic Development Association of Cook County, Inc. (CEDA) is a private, non-profit Community Action Agency with nearly thirty years of addressing the causes and conditions of poverty and community decay in Cook County, Illinois. CEDA's Board of Directors is a broad and diverse membership of volunteer community leadership, including local elected officials, business and civic leaders and program participants.

Much has been said about the emergence of job opportunities that exist in service industries particularly high tech industries such as computer technology and programming. But, because of a decline in manufacturing, little has been accomplished in training the economically disadvantaged for job opportunities that still exist in manufacturing. Opportunities in welding, precision machine tooling, tool and die, printing machine operator and repair, and HVAC maintenance and other manufacturing processes, for example, continued to exist.

In suburban Cook County many men and women lack the opportunity to compete for these positions because of their inability to access apprenticeship programs or On-The-Job training opportunities where valued skills can be learned.

Many are not prepared academically to successfully complete training programs which require higher and higher degrees of reading and math proficiency.

In general industry or non-construction trades, apprentices frequently are selected from unskilled workers already employed by the company. Often the best opportunity to obtain an apprenticeship is to find an employer who operates a registered apprenticeship program, get hired and then apply for an apprenticeship.

There are several school-to-apprentice programs operating in the south suburbs of Chicago, but they generally target high school juniors and seniors. For example, the Career Preparation Network (CPN) operated by Prairie State College targets high school juniors and seniors and work with area businesses in training partnerships.

Several area youth have taken advantage of this program and are successfully engaged in 8,000 hour apprenticeship programs. They are required to complete their high school studies and enter post-secondary degree programs while participating in the apprenticeship.

After completing the four-year program, participants receive journeyman status and pay.

CEDA would like to create a similar program for adult men and women in the south suburban area.

CEDA staff have met with representatives of Prairie State College, area secondary school districts and representatives of the business community through the Southland Chamber of Commerce and Calumet Industries, an employer association. All parties agree that such a program is possible and would bridge a serious gap in services to targeted populations in south suburban Cook County.

It was also determined in a series of meetings on this subject that the lack of support services was a major barrier to implementing this type of project.

CEDA can provide many of the support services needed in an adult apprenticeship program and has the ability to coordinate the referral process to agencies offering other support services. The services CEDA may offer include child-care assistance, transportation, counseling (both family and career), emergency housing, and LIHEAP assistance.

The focus of core training services will include the development of a service strategy which emphasizes career exploration and career tract determination based on interest, aptitude, past experience and the availability of employment opportunities in the local labor market.

Training components would include entry into registered apprenticeships programs, customized and on-the-job training with a focus on employer identified needs. The process requires the leadership of labor and employers in identifying labor needs. There leadership is also needed in developing training materials that emphasizes study based on job specific criteria.

Current programs demonstrate the will of employers to offer assistance in this process. There is also employer willingness to partnership with others in efforts to prepare and empower residents with the skills needed to successfully compete for positions requiring skill development beyond entry level and that of unskilled labor.

The development of employer, labor, education and community partnerships to identify and respond to employer labor needs and subsequent participant training would be the thrust of this effort. A partnership and collaborative effort with individual employers, employer associations, organized labor, education, local government and CEDA will provide area residents with access to employment opportunities that, otherwise, would not be available. It will also prepare them to successfully compete for available positions and retain employment once they are placed.

Another interesting aspect of this concept is the development of an academic remediation curriculum which would provide reading and math skill development around work related training material. Training materials traditionally used will be supplemented with job specific related materials which are developed based on job descriptions and training outlines. For example, a participant plans to enter a drafting apprenticeship but needs academic remediation in math. The use of measurement and proportion in remediation will be presented from a job related stand point using concepts and examples of problems directly related to drafting.

The primary objectives of this project are:

1. To prepare area residents to compete for opportunities to well paying jobs which require technical skill development;

2. To establish employer and labor lead partnerships that strive to develop and promote training opportunities developed specifically around employer or industry needs;

3. To provide support to participants which increase the probability of successful completion of training and job retention;

4. To provide the remedial education required to attract employers to the target population as viable candidates for apprenticeship and on-the-job training opportunities; and

5. To improve the standard of life and foster the self-sufficiency of area residents, leading to higher family income of residents in economically depressed communities.

The target population include men and women in the villages of Robbins, Chicago Heights and Ford Heights and other economically depressed communities in close propimity who are unemployed or underemployed, over the age of 22 years of age with multiple barriers to employment. Barriers to employment may include, but are not limited to: Educational deficieney, transportation, AFDC and other public aid dependency, dislocation with obsolete skill and physical disabilities.

The project lends itself to creating opportunity for women in entering non-traditional employment.

According to 1990 census date, in the immediate service area of Chicago Heights with a total population of 33,072, African-Americans comprise the largest ethnic group at 36%, followed by Latinos at 20%. The remaining percentage is White. Over 52% of the population is low to moderate income. Also according to 1990 census data and 1994 Illinois Department of Public Aid data, Ford Heights statistics contrast sharply to Chicago Heights'. With a population of 4,259 residents, 98.8% are African-American, followed by 1.2% White and 1.0% Latino. Of the 4,259 residents, 82.6% of that population receives public assistance. Over 50% of the residents are below poverty level.

Ford Heights and eastern Chicago Heights are among the poorest communities in the United States. Located nearly 30 miles away from the skyscrapers of Chicago's Loop business district, these two small communities are grappling with many of the same difficult issues as Chicago, but without the resources or the clout of the nation's third largest city. Problems such as crime, poverty and unemployment have had devastating effects on the future of youth in Ford Heights and the eastside of Chicago Heights.

Over the last 15 years, the economic base within Ford Heights has consistently declined to less than 20 businesses within the city limits. The unemployment rate for adults in Ford Heights is 26% and the per capita income is $4,660. Per capita income is even lower for African-Americans.

In Chicago Heights as a whole, the average per capita income for African-Americans is $6,859, which is less than half of the per capita income for whites. Nearly 100% of the residents on the eastside of Chicago Heights are African-American.

In the decade between 1980 and 1990, both Ford Heights and eastern Chicago Heights experienced an explosion in crime. According to the Illinois Criminal Justice Information Authority, the crime rate in Ford Heights increased 92%, including a 100%

increase in theft, a 66% increase in robbery, a 30% increase in assault and battery, and most disturbing of all, a 400% increase in sexual crimes.

In the six-block radius that defines the eastern Chicago Heights, there also exists highly concentrated rates of violent crime, poverty, and drug trafficking. According to the Chicago Heights Police Department (CHPD), 98% of these crimes were committed by male offenders. For the same six-block area, the CHPD reported that in 1994, a total 25% arrests were made for violent crimes including murder, robbery, sexual assault, aggravated battery and assault.

The total population of Robbins, Illinois is 7,498. The educational attainment of persons 25 years and over include 663 people with less than 9th grade education, 1,244 people with more than a 9th grade education but less than 12th grade an no diploma. There are 1,177 people with a high school education but no college. Overall 41.7% of the population of persons over 25 years and over (total population in this age range 4,144) do not have a high school diploma.

In Robbins, there an 5,268 resident 16 years and older. Of this group 2,590 are in the labor force. This figure represents 49.2% of residents 16 years and older that are unemployed. Fifty-six point three percent of the males and forty-three point three percent of the females from this group are unemployed.

Currently 105 are employed in the construction industry, 295 are employed in manufacturing, only 75 residents 16 years or older are employed in business and repair services, and 64 residents from this group hold positions as technicians or in related support occupations.

There are 2,125 households in Robbins and 1,595 families earn less than $5,000 annually. This figure represents 75% of the households in Robbins.

There is a tremendous need in Chicago Heights, Ford Heights, Robbins, Harvey, Phoenix and Dixmoor to assist many residents in preparing to compete for opportunities in employment which pay higher wages and benefits and offer stable futures.

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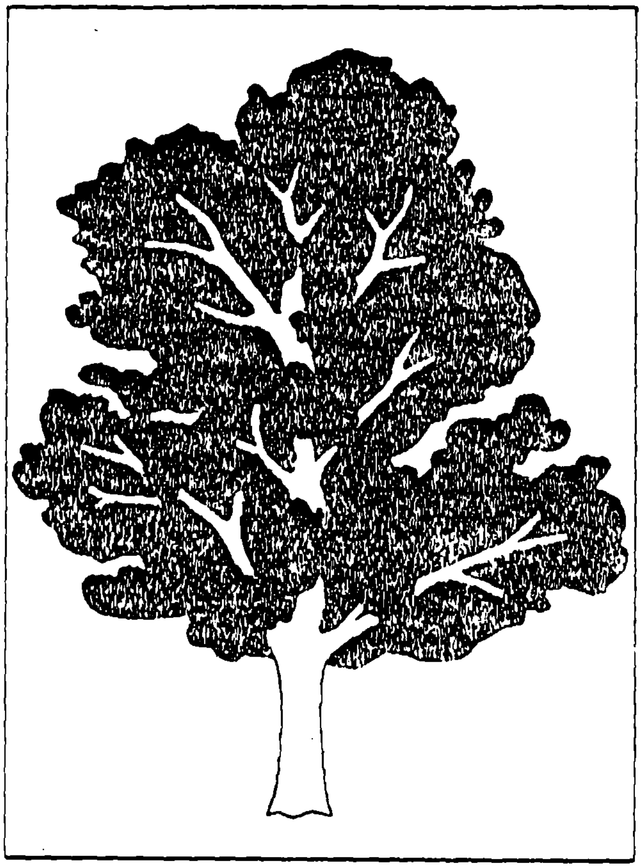
PROVISO LEYDEN COUNCIL FOR COMMUNITY ACTION (PLCCA)

COMPUTER TRAINING AND SKILL UPGRADE PROGRAM



Reverend Claude Porter
President and Chief Executive Officer

Mr. Luther Manning
Vice President, Program Operations

501 West Washington Boulevard Maywood, Illinois 60153 708/450-3506

COMPUTER TRAINING AND SKILL UPGRADE PROGRAM

The PLCCA facility at 515 St. Charles Road in Maywood is being upgraded to offer computer training and to provide computer upgrade training to individuals presently working in this field. PLCCA, which has provided social, economic and educational services to the Proviso-Leyden community for the past 30 years, has developed a training resource badly needed in the community.

Like the industrial revolution, technology has reduced the need for many unskilled workers; and the change from a manufacturing base to a service base economy has eliminated even more jobs for both blue and white collar workers. Training and skill upgrade programs can offer the solution for the millions of U.S. citizens who have been displaced by technology, corporate down sizing, and plant relocations. Training by industry is often uneven. Employers tend to train their best educated employees: in 1989, 79 percent of college graduates reported receiving company-supported training compared to 71 percent of high school graduates, and 45 percent of high school dropouts.[1] Economically disadvantaged U.S. citizens, arguably those most in need of training, are the least likely to receive it; only about 10 percent receive postsecondary training of any kind, and less than three percent receive training from their employers.

Thus, these workers are locked into low-paying jobs unless they take the initiative to seek job training on their own. Many of these persons, particularly the working poor, cannot afford the additional costs of training, and few are even aware of how to go about finding such help. Those persons who do take the initiative, find a confusing array of institutions and programs offering employment and training services with equally confusing eligibility and educational requirements.

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[1] A More Productive Workforce: Challenge for Postsecondary Education and Its Partners. Conference sponsored by The National Governors' Association: American Council on Education; The College Board; and the Council for Adult Education and Experiential Learning. Little Rock, May 1989; p. 2.

Industrial nations, with whom the U.S. is competing in the global market place, have developed comprehensive systems for training workers for their evolving economies.[2] This is yet to happen in the United States. In a report[3] sent to the Illinois Governor in 1991, it was reported that half of Illinois' high school students do not go to college. The task force that prepared the report stated that many Illinois' high school students are "ill-prepared for the workplace". The report estimated that two million residents of the state are functionally illiterate; and that Cook County has approximately 1.5 million residents without a high school diploma. But in 1990, only about 4500 earned their diploma through the general Educational Development (GED) Test.

Ronald Gidwitz, chairperson of the task force, stated that "Many current programs do not provide youth and adults with training that produces skills that employers require and respect." Other reports by federal agencies bare this out. Many reason that employment and training program personnel, as well as educators, are not communicating in the same "language". Basic skills in reading, mathematic and verbal communications mean different things to employers and educators, and very often to our youth as well.

Educators claim that employers need to be more precise when describing their human resource needs. And that employers within the same industry will require different skill levels for the same job. Employers, on the other hand, claim that educators and training programs do not understand the workplace and its human resource needs.[4] Regardless of the miscommunications between providers and employers, community agencies such as PLCCA can unravel the

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[2] "Employment and training and the Urban Workforce". Carter, Patricia, John Dilts, and Janel Highfill, The Center for the Study of Urban Inequality, Irving B. Harris Graduate School of Public Policy, The University of Chicago, February 1994: p. 4.

[3] Illinois Governor's Task Force on Human Resource Development, Chicago Tribune, September 26, 1991: Sec. 3, pp. 26-27.

[4] U.S. Department of Labor, U.S. Department of Education, U.S. Department of Commerce. Building A Quality Workforce. U.S. Government Printing Office, Washington, D.C.: July 1988, pp. 30-31.

communication puzzle by working closely with employers and the community to establish clear goals and objectives for entry-level and skill upgrade training. The facility at 515 St. Charles Road is being prepared to begin such a partnership.

This facility is being upgraded to offer computer training and skill upgrade training to residents, students and workers from companies in the community.

COMMUNITY RESIDENTS:

Basic literacy and computer skill training will be offered during the morning hours for parents of school-age children and displaced workers. In addition, GED preparation will be offered to those who wish to return to school and earn a diploma. The training will be offered in blocks of 6 weeks, with classes meeting three days per week.

SMALL BUSINESSES:

Many small businesses use computers to maintain inventory and for other business functions. However, most cannot afford the cost of sending employees for computer training in the new and often "upgraded" business packages, nor do most have the skill or time to train and retrain employees. PLCCA will offer basic skill training in computer use and will offer training and skill refresher mini-courses in new software and computer hardware. Sessions will be offered in two-hour blocks, three days a week, for 2 weeks.

STUDENTS:

After school tutoring will be offered to middle and high school students in mathematics, reading skills, science and ACT/SAT preparation. PLCCA has computer based software in math, science and social studies that will not only help to improve the student's basic skills in these subjects, but will teach and improve students' computer skills.

FACILITY:

PLCCA's facility is a 2 story structure with a large lecture room and computer laboratory on each floor. The first floor will house twelve IBM computers and will be used for skill upgrade training for workers and for tutoring high school students.

The second floor facility has 10 computers which will be used to train basic computer skills. GED, ACT and SAT preparation classes will be conducted on the second floor of the facility.

PROGRAM OBJECTIVES:

Technological innovation has changed and will continue to change the employment environment. "Entry level employees are working with more sophisticated tools, performing multiple tasks, and will have to respond to ongoing technical change within their trades." (Building A Quality Workforce, p. 27) This statement implies that the entry level worker is a high school graduate or better, has mastered basic math concepts, reads at an acceptable level, and can communicate with supervisors and co-workers.

But what about the school dropout? The problems of dropouts are highlighted by comparing the labor force and the unemployment status of 1984-85 dropouts and graduates. Only 67 percent of the dropouts were in the labor force (employed or looking for work) and off those in the labor force, 36 percent were unemployed. Of the high school graduates who were not in college, 82 percent were in the labor force and 25 percent were unemployed.

The 1986 unemployment rate for those with one to three years of high school was 15.4 percent compared to those with four years of high school, and 2.4 percent for those with four or more years of college.

Clearly we cannot dismiss these individuals who are poorly prepared for work and or higher education. PLCCA's curriculum and training program is prepared to address the needs of these persons in the Proviso-Leyden community.

OBJECTIVE 1: COMMUNICATIONS. To establish and maintain communications between local businesses, community residents, and school personnel regarding the employment needs of industry, skill levels and requirements of the areas labor force, and employment projections. The primary focus in communications will be on defining clear roles and responsibilities for all participants; expelling preconceived notions held about school, program, and business operations, and to translate business needs into clearly defined teaching and learning goals.

OBJECTIVE 2: STRENGTHEN THE CONTENT OF SCHOOL AND TRAINING CURRICULUMS AND IMPROVE ON There DELIVERY. To make school/training programs relate better to the workplace. Far too many students do not make the connection between what is learned in the "classroom" to what they will be doing in the future. The relationship between reading, mathematics, history and science to careers must be made clear to all recipients of training and education.

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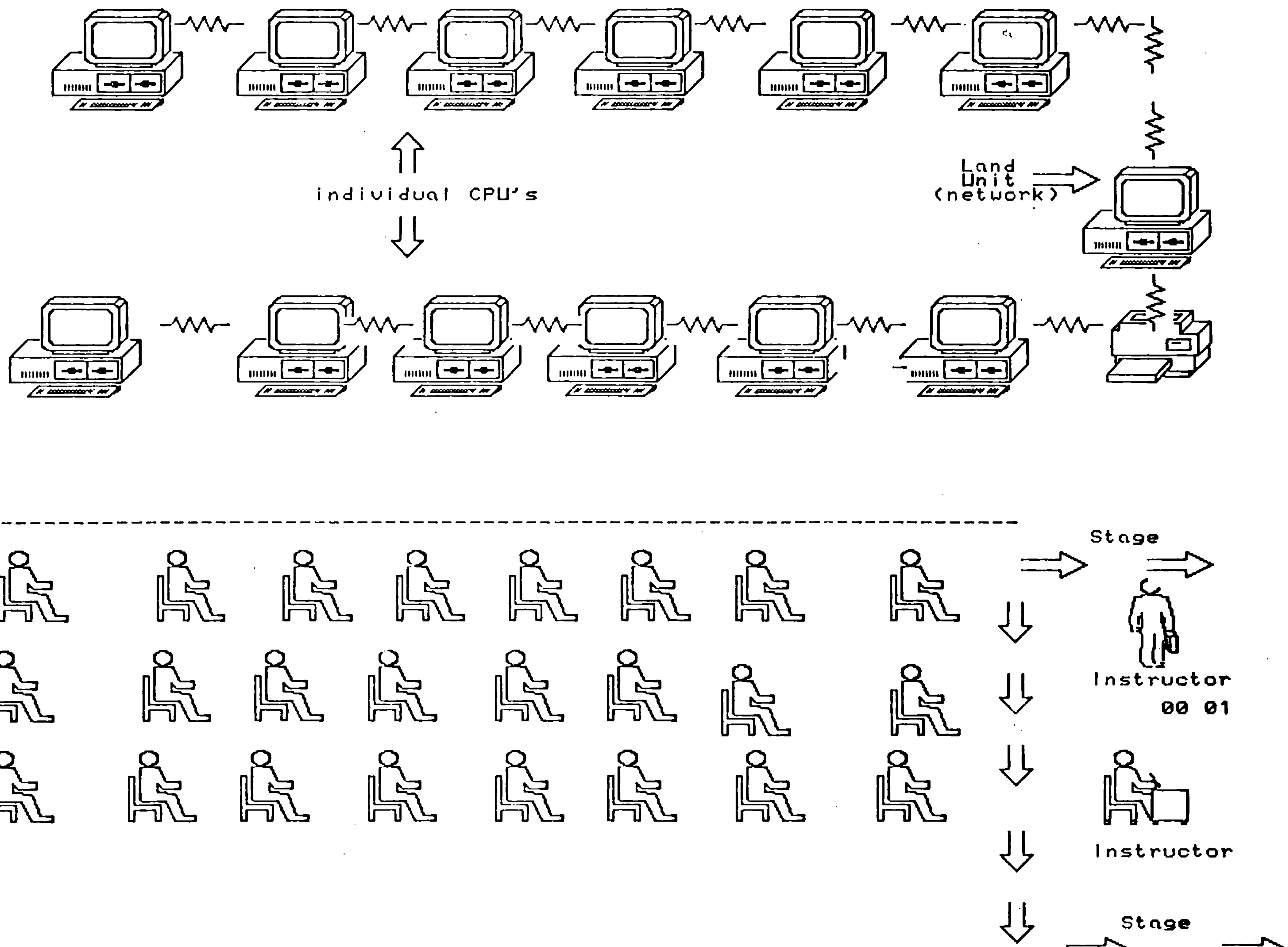

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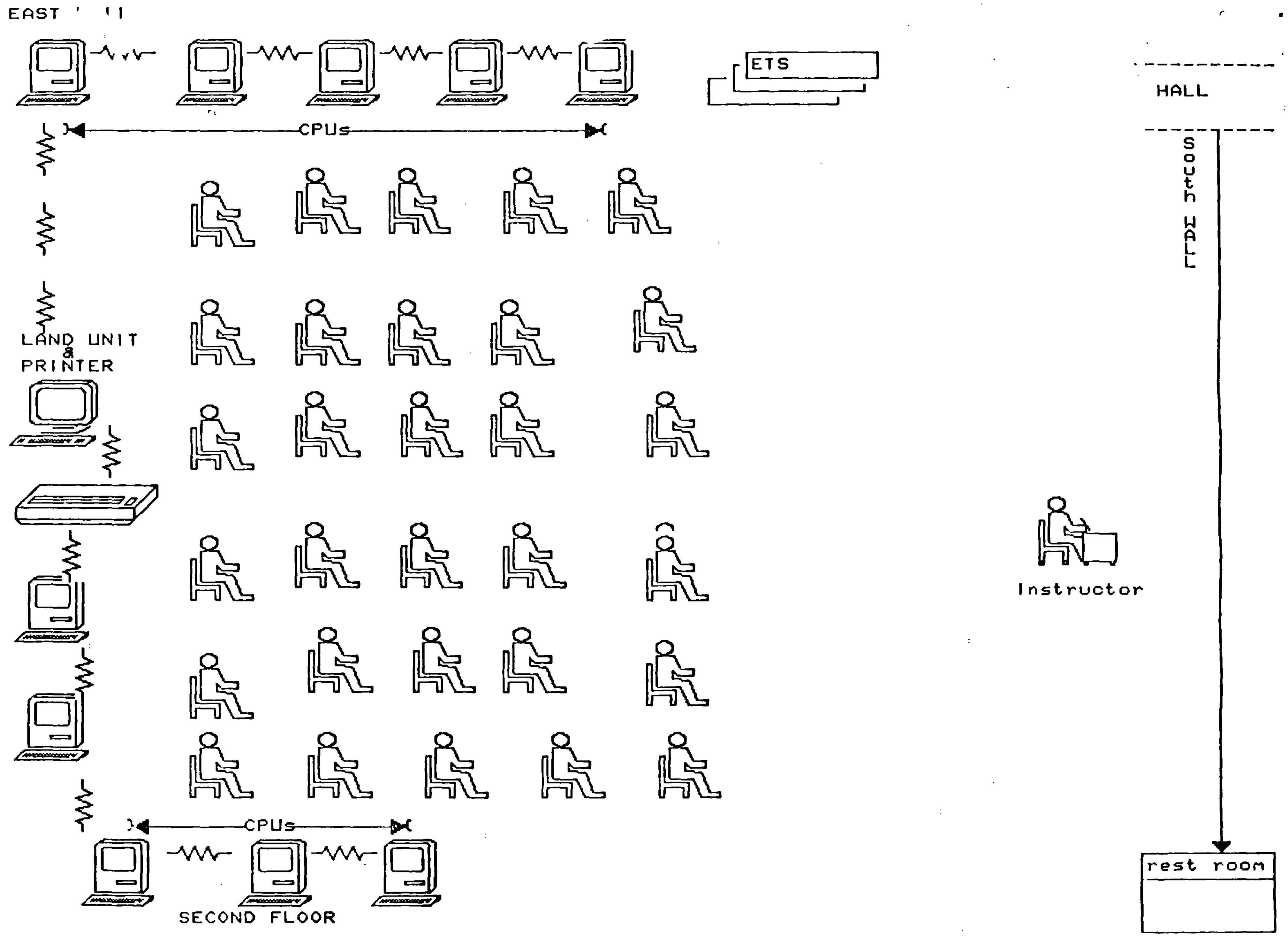
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INTRODUCTION

Technology has reduced the need for many unskilled workers; and the changes from a manufacturing base to a service oriented base has eliminated even more jobs for both blue and white collar workers. Training and retraining programs can provide the answer to millions of U.S. citizens who have been displaced by technology and plant relocations. However, current training and employment programs are often more confusing than helpful. Eligibility requirements may make it difficult for individuals to apply in a timely manner, and many programs overlap in both their activities and constituencies.

This proposal addresses the need to develop and implement, in collaboration with local business/industry representatives, members of community organizations and local residents, an Urban Training and Skill Development Center. The purpose of the program will be to: (1) define basic and upgrade skill needs of employers and prospective employees; (2) design effective assessment instruments to measure, monitor, and guide program participants towards mutually agreed upon goals; (3) develop partnerships between businesses, community agencies, and residents to ensure that participants have an opportunity to use their job training skills; and (4) provide training, offer job placement and job referral services to program participants.

URBAN TRAINING & SKILL DEVELOPMENT CENTER

The Urban Workforce

Continuing technological advances are making it mandatory that present-day workers upgrade their skills through re-training and education to remain employable; and that new entrants to the workforce better prepare themselves to contribute to their company's profitability and competitiveness in the world market. Yet, an alarming number of young Americans are ill-equipped to work in, contribute to, profit from and enjoy our increasingly technological society. Far too many graduate from our schools and colleges with an inadequate foundation in mathematics, science and technology. As a result, they lack sufficient knowledge to acquire the training, skills and understanding that are needed today, and that will be even more critically needed in the 21st century.

In 1983, The National Commission on Excellence in Education[1] reported that "Some 23 million American Adults are functionally illiterate by the simplest tests of everyday reading, writing, and comprehension. About 13 percent of all 17-year olds in the United States can be considered functionally illiterate. Functional illiteracy among minority youth may run as high as 40 percent." The Commission warned that unless major reforms were made in education, the quality of life in the United States would suffer.

In 1986, an article in the Chronicle of Higher Education[2] provided the following statistics:

* An estimated 29 percent of the net growth in the workforce during the next 15 years will be in minority groups. Yet high school dropout rates, which are nearly 30 percent nationally, are 40 to 50 percent in some inner-city areas with large minority populations.

* Between 2 and 3 percent of the nation's labor force-which is projected to reach about 135 million by the year 2000-may need to be re-trained each year.

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[1] The National Commission on Excellence in Education, A Nation At Risk: The Imperative for Educational Reform. U.S. Government Printing Office, Washington, D.C., April 1983: p.£.

[2] The Chronicle of Higher Education, "Changes in America", September 17, 1986, Vol. XXXIII, No. 3, pp 1, 37-39.

* Between 1979 and 1984, an estimated 11.5 million people lost their jobs through plant closing, relocations, or technological innovations. An estimated 20 percent of those people need to improve their basic skills in reading, writing, and communications if they are to find jobs with good chances for advancement.

* About 13 percent of U.S. Adults are illiterate in English. That means that between 17 million and 21 million U.S. Citizens will have difficulty reading a job notice, filling out an employment application, or understanding an instructional manual.

* Women will account for about 63 percent of the new entrants into the work-force between 1985 and 2000 and will increase their demand for child care.

Twelve years after the National Commission's report and nine years after the Chronicle's article and dozens of studies, reports and commissions, the nation is still struggling with an underprepared workforce. In 1995 business and industry is faced with the "Basic Skills Gap." The basic skills gap refers to the skills and knowledge that businesses need, and the qualifications the entry-level worker brings to the job. These competencies include reading, writing, mathematics, and communications. Deficiencies have also been found in such abilities as problem solving, teamwork, initiative, and adaptability.[3]

The skill deficiencies of the workforce exact a high cost through waste, lost productivity, increased remediation costs, reduced product quality, and ultimately in a global economy, a loss in competitiveness. Currently, one out of three corporations provides some form of basic skills training for its employees. An American Society for Training and Development study, conducted in 1989, predicted that American industry would have to spend as much as $25 billion yearly on remedial education.[4]

In addition to the economic problems caused by low skill levels, the social repercussions are equally damaging. Young people with low basic skills are nine times more likely to drop out of school, eight times more likely to become unwed mothers,

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[3] U.S. Departments of Labor, Education, and Commerce, Building A Quality Workforce. U.S. Government Printing Office, Washington, D.C., July 1988: p. 4.

[4] American Society for Training and Development, Basic Workplace Skills: Enhancing Employer Competitiveness. San Francisco, Jossey-Bass, 1989.

and four times more likely to become welfare dependent.[5]

The calls by business and industry for improved remedial and dropout prevention programs are inadequate responses to the needs of those persons who have already dropped out of school, or who are of workforce age and have only minimal skills. Although the number of students graduating from high school has increased, the number of high school graduates unprepared for higher education or the workforce has also increased. As a result, community colleges and 4-year institutions are "re-thinking" their involvement with remedial education.[6] Critics of remedial programs at both institutional levels claim that they are doing the work of the public schools, and that the time and money spent on remedial programs would be better used for students who are prepared for the rigors of college study. However, regardless of how or when this debate is resolved, we must face the fact that there are millions of Americans who have completed their "formal" schooling and are not prepared for today's workforce.

Business and civic leaders are increasingly asking schools to better prepare students for the workforce. However, schools in urban areas are too often distracted from their primary education mission by immediate problems such as inadequate funding and excess violence. Recently there has been renewed interest in vocational education as symbolized by the Carl D. Perkins Vocational and Applied Technology Education Act of 1990. The Act encourages full integration of academic and vocational education curricula, and mandates that programs teach students about all aspects of industry, teach academic knowledge and skills in a vocational context, improve access to vocational education, and involve all aspects of the community in program development and implementation. States and localities currently receive $1.17 billion in Perkins Act funds for a variety of uses. But wide-ranging changes under discussion in Congress and the White House could drastically affect vocational education programs all across the nation. The Perkins Act is due to expire this year unless it is reauthorized by the Congress.

Notwithstanding the renewed interest in vocational education, its advocates must

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[5] Berlin, Gordon and Andrew Sum, "Towards a More Perfect Union: Basic Skills, Poor families and Our Economic Future." Ford foundation, New York, 1988: p. 35.

[6] Hayes, Dianne Williams. "Remedial Education: Whose responsibility is it?" In Black Issues in Higher Education. Vol. 12, No. 7, June 1, 1995: p. 24.

overcome two very important barriers to its acceptance among academicians and the public.

First, it must overcome its past policies of steering minority and low-income students into trade and technical programs rather than college prep courses. Many of these programs consisted of short-term training. As a result, the recipients usually survived for a short time in jobs because they simply did not have the skills they needed to work and function effectively. A bi-product of this policy was the feeling among students, and some teachers, that only the lease academically able students were placed in vocational education programs.

In addition, the majority of U.S. high schools emphasize non-vocational pursuits. Skill training, career counseling and job search preparation receive little attention.[7] Although vocational education is viewed as the main career preparation in U.S. high schools, it is not generally looked upon as "a viable pre-employment Training system."[8]

Second, the number of students choosing vocational programs in high school fell sharply from 1980 to 1990, and the trend was even more pronounced for African American students who once made up a large share of vocational enrollment.[9] In 1980, 34 percent of African American sophomores were in vocational programs; by 1990, the figure had fallen to 6.2 percent.

CHART I	1980	1990
All Students	21.0	7.9
By Race		
White	17.6	6.3
Black	34.1	6.2
Hispanic	29.2	9.9
Asian	14.1	8.5
American Indian	28.7	8.6

SOURCE: National Center for Educational Statistics[10]

[7] Barton, Paul. "The School-To-Work Transition." In Issues in Science and Technology, Spring 1991: P. 50.

[8] Aring, Monika Kosmahl. "What the 'V' Word is Costing America's Economy." In Phi Delta Kappan, January 1993: p. 399.

[9] Dervarics, Charles. "Vocational Education Seeks a New Image." In Black Issues in Higher Education, Vol. 12, No. 7, June 1, 1995: p. 18.

[10] IBID

The proposed **Urban Training & Skill Development Center** will adapt an adult training model that has proven to be effective with its previous programs. Typically, students read to learn information that needs to be remembered for later use. Workers' literacy tasks are oriented to satisfying more immediate and specific goals: "reading to do", and "reading to assess" characterizes job-related literacy practices. Since the application of basic skills on the job is embedded in real job tasks, education and training programs must move towards the functional contexts of adult workers as opposed to using a more school-based approach.

B. Program Objectives

The **Urban Training & Skill Development Center** proposes to develop and implement a program of skill proficiency training and education for residents of the Memphis community. The program will address skill upgrade training needs through an assessment inventory of resident's educational and work histories; work with area employers to determine present and projected workforce training and employee needs; and provide training and educational opportunities. Program objectives are:

1. To define basic and upgrade skill needs required in collaboration with area employers.
2. To work with a minimum of 10 area employers each year to design acceptable skill proficiency levels in job clusters.
3. To design effective instruments for measuring, monitoring and guiding each individual's progress towards mutually agreed upon goals.
4. To develop partnerships between area businesses, community agencies and residents, and the program to provide opportunities for 250 program participants to utilize their job training skills.
5. To recruit and assess skill levels of 250 Memphis residents each year of the program.
6. To provide training and to offer job placement and job referral services to 80 percent of participants recruited for the program.
7. To refer program recruits to health and/or other social services agencies as determined by intake interviews and assessment.

Program Activities

The success of the **Urban Training and Skill Development Center** will require communications and collaboration between program staff, the business community and area residents. Area residents must be told the reasons for establishing and implementing the program, its events, and expected outcomes, and the contributions of each group or organization who will implement the program. Early communications should be explicit and include information about how area residents will benefit from the program and how they may gain access to services.

Program staff will be responsible for coordinating activities between business and community representatives. Through a series of meetings and planning sessions, the program director and key staff members will:

- Define and seek agreement on the role each organization will assume in the delivery of services, time commitment and staff assignments.
- Define and agree on program content.
- Develop curricula to integrate academic subject matter and technology.
- Introduce participants to career opportunities and education/training requirements.
- Address the needs of child care for single parents seeking to increase their employability.

Present day technologies offer a tremendous potential for improving education. Computers have become universal devices with applications in numerous areas. The personal computer now provides unprecedented flexibility in the transmission of information to and from almost any location in the world. Interactive communications using computers, multimedia disks, and modums are offering exciting possibilities for the improvement of teaching, training and learning. Although many technologies have been applied to learning, the computer is unique because it permits a high degree of interaction with the user.

However, caution is needed when developing computer-based instruction. Materials used for training must be appropriate for participant and employer needs. Use of computers in training and education must be managed so that participants receive both the benefits of the equipment, and an increased familiarity with the technology. The **Urban Training and Skill Development Center** will use computers to develop computer literacy, improve participant motivation, enhance rates of learning, and to provide higher-level instruction for the adult learner. The training and skill development model will focus on "real-world" problems. For example participants will learn about computer networks-or electrical or hydraulic or ecological systems-and be asked to evaluate alternative equipment possibilities in laboratory or computer simulated experiments.

Communications skills and the use of the computer for word processing, graphics, multi-media (video and audio), and manipulating databases can all be taught in the context of solving relevant problems. The program will use the following model for the delivery of instruction.[11]

CHART II

STRATEGY	1. Focus on development of thinking skills 2. Assessment integral to teaching/training
LEARNING ENVIRONMENT	1. Participants actively construct knowledge for themselves 2. Cooperative problem solving 3. Skills learned in context of real problems
MANAGEMENT	1. Learner-centered, teacher directed
OUTCOME	1. All participants learn to think

Business representatives will have the responsibility of identifying technology and human resources in their respective industries, projected skill requirements of the workforce, assisting in the development of curricula, and securing equipment and materials.

Expected Outcomes

The training and skill development will focus on three skill areas and their expected outcomes.

1. BASIC SKILLS: reads, writes, performs arithmetic operations, listens and speaks well. At the completion of training activities, participants will be able to read well enough to understand and internet diagrams, directories, correspondence, manuals, charts, graphs, tables and specifications.

[11] The Secretary's Commission On Achieving Necessary Skills, "What Work Requires" U.S. Department of Labor, Washington, D.C., June, 1991: p. 22.

2. **THINKING SKILLS:** thinks creatively, makes decisions, solves problems, visualizes, knows how to learn and reason. At the completion of training activities, partici pants be able to prepare correspondence, instructions, charts, and graphs in order to make requests, explain, illustrate, or convince; maintain records, estimate results, use spreadsheets, apply statistical process controls as they negotiate, identify trends, or suggest new courses of action.

3. **PERSONAL QUALITIES:** displays responsibility, sociability, self-management, integrity, and honesty. At the completion of training activities, participants will better understand their roles as team members, of their impact on others, the necessity of attendance and punctuality; is aware the need to set well-defined and realistic personal and work goals.

BUDGET

1. Personnel	
a. Director (1)	$35,000
b. Instructional Coordinator (1)	30,000
c. Math Instructor (1)	28,000
d. Computer Instructor (1)	27,000
e. Writing Instructor (1)	22,000
f. Secretary (1)	20,000
Total Wages	$162,000
2. Fringe Benefits @ 25% of Wages	$40,500
3. Total wages and fringe benefits	$202,500
4. Consultant Fees/Training @ $500/day x 20 days	$10,000
5. Instructional Equipment:	
a. 10 IBM compatable personal computers @ $1,400 ea;	$14,000
b. 1 Laserjet printer @ $600;	600
c. 1 IBM Classroom LAN and License Agreement @ $1,000;	1,000
d. 2 Data Transfer Switches w/5 outlets to printer @ $175 ea.	350
6. Total Instructional Equipment	$15,950
7. Instructional Supplies	
a. Business Software & Site License Agreements (Word, WordPerfect, LOTUS 123 (spreadsheet), FoxPro (database), Harvard Graphics	$1,250
b. Computer floppy disks @ $15/box X 20 boxes	300
c. Laser printer paper/Xerox duplicating paper @ $12/box x 30 boxes	360
d. Instructional Manuals & Teacher Guides @ $7.50 x 125	938
8. Total Instructional Supplies	$2,848

9. Instructional Furniture a. Student chairs/w desk @ $15/ea x 60 chairs	$900
10. Office Supplies @ $20/mo x 12 months x 7 staff	$1,680
11. Printing & Duplicating @ $125/month x 12 months	$1,500
12. Telephone/FAX @ $100/month x 12 months	$1,200
13. Space Rental/Heating/Cooling/maintenance @ $1,000 x 12 months	$12,000
14. Office Furniture	$7,500
Total Program Costs	$256,078
Indirect Cost (8%)	$20,486
Total Program Cost	$276,564