

Approved: 1-24-94
Date

MINUTES OF THE HOUSE COMMITTEE ON EDUCATION.

The joint meeting with House Economic Development was called to order by House Economic Development Chairperson Bob Mead at 3:30 p.m. on January 13, 1994, in Room 519-S of the Capitol.

All members were present except:

Representative James Lowther (excused)
Representative Jo Ann Pottorff (excused)

Committee Staff present::

Ben Barrett, Legislative Research
Avis Swartzman, Revisor of Statutes
Lois Thompson, Committee Secretary

Conferees appearing before the committee: Bill Hood, Acting Regional Administrator,
Employment and Training Administration, Region VII
Department of Labor

Others attending: See attached list

Bill Hood, Acting Regional Administrator, Employment and Training Administration, Region VII, of the Department of Labor, presented an overview of the federal school to work initiative, with emphasis on the Administration's development and implementation grant program. (Attachment #1)

The four types of grants are: (1) Planning grant, (2) School to work implementation grant, (3) Local partnership grant, and (4) High poverty grant for rural or big city poverty situations.

Of the four states in Region 7, Kansas, Missouri, Iowa and Nebraska, Iowa has a beginning to work start in the preliminary stages.

The floor was open to questions and discussion by committee members.

The meeting adjourned at 4:50 p.m.

The next meeting of the House Education Committee will be Tuesday, January 18, 1994, in Room 519-S.

Date: 1-13-94

[illegible]

A BILL

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

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

SECTION 1. SHORT TITLE; TABLE OF CONTENTS.

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

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

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

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

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

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

Subtitle A—State Development Grants

House Education
Attachment JAN. 13, 1994

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

Subtitle B—State Implementation Grants

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

TITLE III—FEDERAL IMPLEMENTATION GRANTS TO PARTNERSHIPS

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

TITLE IV—NATIONAL PROGRAMS

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

TITLE V—GENERAL PROVISIONS

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

SEC. 2. FINDINGS.

Congress finds that—

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

(2) unemployment among American youth is

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

1 good jobs; and

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

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

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

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

18 **SEC. 4. DEFINITIONS.**

19 As used in this Act—

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

1 industry;

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

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

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

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

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

1 sectors;

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

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

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

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

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

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

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

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

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

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

1 programs and agreements for Federal purposes;

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

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

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

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

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

1 in consultation with classroom teachers and the
2 employer.

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

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

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

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

20 **BASIC PROGRAM COMPONENTS**

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

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

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

1 and 103;

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

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

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

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

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

15 (2) paid work experience;

16 (3) workplace mentoring;

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

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

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

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

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

1 interests, goals, and career majors;

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

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

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

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

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

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

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

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

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

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

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

11 TITLE II—SCHOOL-TO-WORK OPPORTUNITIES SYSTEM

12 DEVELOPMENT AND IMPLEMENTATION

13 GRANTS TO STATES

14 Subtitle A—State Development Grants

15 SEC. 201. PURPOSE.

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

19 SEC. 202. STATE DEVELOPMENT GRANTS.

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

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

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

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

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

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

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

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

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

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

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

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

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

1 programs;

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

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

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

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

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

19 (8) designing challenging curricula;

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

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

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

4 Subtitle B—State Implementation Grants

5 SEC. 211. PURPOSE.

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

9 SEC. 212. STATE IMPLEMENTATION GRANTS.

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

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

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

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

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

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

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

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

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

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

educational agencies;

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

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

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

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

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

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

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

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

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

1 funds awarded under this subtitle.

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

8 (1) award an implementation grant;

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

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

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

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

26 (1) recruiting and providing assistance to

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

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

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

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

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

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

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

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

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

7 (g) STATE SUBGRANTS TO PARTNERSHIPS.—

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

4 **SEC. 301. PURPOSE.**

5 The purposes of this title are—

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

18 TITLE IV—NATIONAL PROGRAMS

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

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

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

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

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

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

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

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

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

21 (4) student outcomes, including—

22 (A) academic learning gains;

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

26 (C) placement and retention in further

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

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

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

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

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

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

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

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

1 arrangements—

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

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

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

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

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

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

1
2 **TITLE V—GENERAL PROVISIONS**

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

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

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

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

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

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

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

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

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

10 (C) if the State—

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

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

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

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

1 purposes of this Act.

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

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

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

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

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

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

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

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

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

26 (2) maintenance of effort;

1 (3) comparability of services;

2 (4) the equitable participation of students
3 attending private schools;

4 (5) parental participation and involvement;

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

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

9 (8) public health or safety, labor standards,
10 civil rights, occupational safety and health, or
11 environmental protection; or

12 (9) prohibitions or restrictions relating to
13 the construction of buildings or facilities.

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

1
2 SEC. 503. WAIVERS OF STATUTORY AND REGULATORY

3 REQUIREMENTS BY THE SECRETARY OF LABOR.

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

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

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

17 (C) if the State—

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

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

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

1 (1).

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

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

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

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

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

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

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

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

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

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

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

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

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

21 (5) maintenance of effort; or

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

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

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

8 **SEC. 504. SAFEGUARDS.**

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

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

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

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

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

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

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

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

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

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

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

1 SEC. 505. AUTHORIZATION OF APPROPRIATIONS.

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

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

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

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

1 (e) NATIVE AMERICAN PROGRAMS.—(1) The Secretaries
2 may reserve up to one quarter of one percent of the
3 funds appropriated for any fiscal year under section
4 505(a) for School-to-Work Opportunities programs for
5 Indian youth that are consistent with School-to-Work
6 Opportunities programs carried out under title II of
7 this Act and that involve Bureau funded schools, as
8 defined in section 1139(3) of the Education Amendments
9 of 1978 (25 U.S.C. 2019(3)).

10 (2) The Secretaries may carry out this
11 subsection through such means as they find
12 appropriate, including, but not limited to—

13 (A) the transfer of funds to the
14 Secretary of the Interior; and

15 (B) the provision of financial
16 assistance to Indian tribes and Indian
17 organizations.

18 (f) AVAILABILITY OF FUNDS.— Funds obligated for
19 any fiscal year for programs authorized under this Act
20 shall remain available until expended.

21 **SEC. 506. ACCEPTANCE OF GIFTS, AND OTHER MATTERS.**

22 The Secretaries are authorized, in carrying out
23 this Act, to accept, purchase, or lease in the name of
24 the Department of Labor or the Department of Education,
25 and employ or dispose of in furtherance of the purposes
26 of this Act, any money or property, real, personal, or

1 mixed, tangible or intangible, received by gift,
2 devise, bequest, or otherwise, and to accept voluntary
3 and uncompensated services notwithstanding the
4 provisions of section 1342 of title 31.

5 **SEC. 507. EFFECTIVE DATE.**

6 This Act shall take effect on the day of
7 enactment.
8
9

Proposed Legislation for a
National Voluntary Skill Standards and Certification System

FACT SHEET

- o The legislation would establish a National Skill Standards Board to serve as a catalyst in stimulating the development and adoption of a national system of voluntary skill standards.
- o The Board would be composed of 28 members, representing the major stakeholders in the national economy. This membership includes representatives of business, labor, government, and the education and training community.
- o The primary functions of the National Board would be:
 - Identifying, after extensive public consultation, broad clusters of major occupations which include one or more industries in the U.S.
 - Encouraging and facilitating the establishment of voluntary partnerships to develop skill standards systems for each of the occupational clusters identified.
 - * These voluntary partnerships must have the full and balanced participation of representatives of business, labor, education and training providers, and other stakeholders in the occupational cluster or industry for which standards are being developed.
 - Supporting the development of the voluntary skill standards system through research, maintaining a catalog of standards used in other countries and by leading U.S. firms, serving as a clearinghouse, developing a common nomenclature relating to standards, encouraging the development of appropriate curricula and training materials, providing technical assistance, and facilitating coordination among the voluntary partnerships developing the standards.
 - Endorsing the skill standards systems developed by the voluntary partnerships, so long as these systems meet objective criteria and have the following components:
 - * Skill standards that promote the portability of credentials and mobility of workers within an occupation or industry, are linked to the highest international standards and the requirements of high performance work organizations, and are

consistent with the civil rights laws prohibiting discrimination.

- * A voluntary system of assessment and certification of the attainment of skill standards which utilizes a variety of evaluation techniques to allow individuals an opportunity to demonstrate that they possess the skills.
- * A system to promote the use of and disseminate information relating to the standards within the occupation or industry.
- * A system to evaluate the implementation of the skill standards.
- * A system to periodically revise and update the skill standards to take into account technological and other changes.

- o The Secretary of Labor is authorized to award grants and enter into contracts and cooperative arrangements requested by the National Board to carry out these functions, including grants to the voluntary partnerships developing the standards. The legislation authorizes \$15 million for these activities in Fiscal Year 94 and such sums as are necessary for Fiscal Years 95 through 99.

SKILL STANDARDS TECHNICAL ASSISTANCE AND EVALUATION

CAL, Inc. (with Aguirre International, Inc.) Evaluation

Under a contract awarded in June, 1993, CAL, Inc., working with Aguirre International, is conducting a review of the six DOL skill standards pilot projects. The evaluation is intended to describe and document each project's progress toward the development and implementation of voluntary skill standards and certification. It will also assess the effectiveness and replicability of the various approaches used by the projects to build their coalitions, identify broadly-defined occupations, and set and validate standards. Reports in the form of individual project profiles, due November 1993, will be followed by an analysis of "lessons learned" and any policy implications, due August 1994.

National Alliance for Business (NAB)

On June 30, 1993, NAB was awarded a technical assistance contract estimated at \$394,077 ceiling price to support initiatives toward the creation of a voluntary national system of skill standards. The statement of work envisions that the contractor will perform research in a variety of areas, e.g., integrating standards with existing training systems, identifying financial and other incentives, and exploring quality assurance measures. The first such project will address benchmarking standards to world-class levels of performance. The work consists of three subtasks to: 1) develop definitions for and a technical approach to benchmarking; 2) identify best practices among foreign and international standards relevant to the occupational clusters being addressed through the Departments pilot projects; and 3) develop project specific and generic benchmarking methodology reports.

Institute for Educational Leadership (IEL)

In late June 1993, IEL was awarded a contract estimated at \$374,435 to provide technical assistance to the Department and its six skill standards pilot projects. Under the terms of this contract, IEL will provide primarily on-site assistance on issues such as coalition building, task analysis, assessment, competency-based training and project implementation. The first task will be to assist in the development and distribution of a validation survey for one of the pilots.

SKILL STANDARDS STATUS REPORT SEPTEMBER 1993

SKILL STANDARDS PILOT PROJECTS

American Electronics Association (AEA)

The AEA has developed an impressive organizational framework for skill standards in the electronics industry that will serve as a model for other industries and occupational clusters. This prototype recommends that standards consist of four components: critical functions, competency modules, key elements and performance criteria. AEA is currently validating its first set of standards for three broad occupational clusters: Administrative/Information Services Support, Manufacturing Specialist and Pre/Post Sales Analyst. Validation is expected to be completed by early December at which time they will be compared to world-class levels of performance.

National Retail Federation (NRF)

The NRF is developing skill standards for Professional Retail Sales Associates, particularly for those employed in high performance work organizations. This project has involved defining HPWO within the retail industry as well as identifying the skills necessary for successful employment for a substantial portion of its non-baccalaureate degree workforce. The NRF is also on the forefront of forging linkages between the skill standards and school-to-work transition initiatives. Preliminary standards will be developed by the end of the calendar year.

National Electrical Contractor's Association (NECA)

The NECA has formed a broad-based coalition to review existing national standards used by registered apprentice programs and others for electrical workers (installers of electrical systems).

A job analysis study, funded by the National Joint Apprenticeship and Training Committee, is currently being conducted. Once the final results of this study become available, coalition members will work to draft and validate skill standards. Final standards are expected to be available in July 1994, assuming that DOL extends the award.

The National Tooling and Machining Association (NTMA)

NTMA has convened a Metalworking Industry Skill Standards Board which will oversee the development, maintenance and revision of skill standards for this industry. Setting and validating a comprehensive set of technical, employability and related academic skill standards for the occupation of Machining Technician is its first goal.

NTMA is still solidifying the coalition given its desire for this Board to be permanent and standards will most likely not be finalized until the summer of 1994, assuming that DOL extends the award.

Council on Hotel, Restaurant and Institutional Education (CHRIE)

This industry has put together a broad coalition of industry leaders under two key umbrella organizations: Convocation of Hospitality and Tourism Industry trade associations and the industry's own skill standards board. The active participation of these groups ensures that the standards developed will be industry driven and ultimately industry accepted. The CHRIE is developing standards for two occupational clusters within the foodservice and lodging industries. The foodservice cluster covers all occupations involving frequent guest contact including non-supervisory restaurant manager, host/hostess, waiter/waitress, bartender, and busboy. The lodging cluster includes all occupations involving reservation, guest reception and front desk functions. CHRIE has now completed the identification of critical job tasks. This information will provide the basis for validation surveys which will be distributed throughout the industry in October. By December, an analysis of the survey responses will result in a preliminary list of skills, knowledge and abilities required in frequent guest contact activities for both the lodging and the foodservice clusters.

Institute of Industrial Launderers (IIL)

The Institute for Industrial Launderers is developing standards for two occupational groups, production worker and maintenance technician. The IIL completed their standards validation studies in September and expects to have several materials drafted Advisory Council/Task Force review in early October. These include: drafted industry standards, knowledge assessment tests, skill performance checks, selection and hiring guides, and definitions of the two occupational groups. The project expects to devote the coming months finalizing these products and promoting the development of standards and certification programs for the industry.

VOLUNTARY SKILL STANDARDS AND CERTIFICATION FACT SHEET

Under the leadership of Secretaries Robert Reich and Richard Riley, the Departments of Labor and Education have intensified their commitment to the development of a national system of voluntary skill standards and certification. Most recently, the Administration introduced the Goals 2000: Educate America Act. This act underscores the need to strengthen the connection between education and employment, specifically through the establishment of a National Skill Standards Board. This Board would ensure a framework for the development and implementation of a national system of voluntary skill standards and certification through voluntary partnerships which have the full and balanced participation of business, industry, labor, educators and other key groups.

WHY SKILL STANDARDS?

SKILL STANDARDS: What Are They? They identify the knowledge, skill and level of ability an individual needs to perform successfully in the workplace. Standards ensure the accurate communication among employers, educators, trainers and workers regarding the skills needed and the skills possessed. Standards can be tailored to any occupational cluster or industry to reflect its particular needs and economic environment. It is a matter of choice, however, whether an employer requires certification or a worker seeks to obtain it.

For decades America has held the competitive advantage in the world marketplace on the basis of superior mass production. Now we find ourselves in a new economic environment where this track record is no longer sufficient to ensure our continued success. Today, there is increased emphasis

on quality, variety, timeliness, customization and convenience. Furthermore, with the increased mobility of capital and technology, it is easy to replicate the factors of production anywhere in the world, with one exception - workforce skills.

The skills, adaptability, creativity and knowledge of American workers must be the foundation for our continued competitiveness. Our problem lies in the lack of connection between the skills needed in the workplace and the skills imparted through education and training. We are further hindered by the limited range of nationally recognized credentials; these are usually reserved for the college-educated with few options for the 75 percent of Americans who do not obtain a four-year degree.

This results in increased hiring and training costs, restricted employment opportunities, lack of quality assurance and a direct challenge to our ability to compete. There is an emerging

consensus in America that a national skill standards and certification system is the natural cornerstone of our workforce development strategy.

SKILL STANDARDS AND CERTIFICATION: BENEFITS FOR ALL

The standards and related certification may be used to inform decision-making in all sectors of the economy. For example,

- ▶ By industry as a vehicle to inform training providers and prospective employees of skills required for employment;
- ▶ By employers to reduce the costs and legal risks associated with the assessment of job candidates and make more objective employment decisions;
- ▶ By unions to increase members' employment security through access to competency-based training and certification;
- ▶ By workers to protect against dislocation, pursue career advancement and enhance their ability to reenter the workforce by having a work portfolio based on training to industry standards;
- ▶ By trainers and educators to determine appropriate training services to offer; and
- ▶ By government to protect the integrity of public expenditures by requiring that employment-related training meet industry standards where they exist.

EXAMPLES OF SKILL STANDARDS

The American Electronics Association, one of six DOL pilot projects, has made considerable progress in the development of voluntary standards for three occupational areas in their industry. While they have not yet been submitted for the validation process, the draft standards consist of three parts: critical functions, competency modules and key elements.

For example, one of the critical functions of an administrative/information services support person is "manage schedules and tasks to achieve objectives". A competency module associated with this function is "plan and coordinate travel arrangements for customers". The key elements are "research travel options" and "book travel arrangements". This standard is not yet complete as the performance criteria have not yet been developed.

News

United States
Department
of Labor



Office of Information

Washington, D.C. 20210

EMPLOYMENT AND TRAINING ADMINISTRATION

Media Contact: Mary Meagher
Office: 202/219-8211

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Tues., July 13, 1993

LABOR SECRETARY REICH SUPPORTS NATIONAL, VOLUNTARY SKILL STANDARDS SYSTEM

A system of national, voluntary skill standards will provide the framework needed to ensure that workers have the portable skills required by today's fast-changing, global economy, according to Secretary of Labor Robert B. Reich.

"Broadly defined skill standards form the cornerstone of this Administration's workforce development system," Reich said. "When connected to educational standards, they will help create a seamless system of lifelong learning opportunities with certificates of mastery and competency that are accepted and recognized by employers."

Skill standards identify the knowledge, skill and level of ability an individual needs to perform successfully in the workplace. They ensure a common, standardized system for classifying and describing the skills needed for particular occupations and the skills possessed by individual workers. Skill standards can aid communication among employers, educators, trainers and workers regarding specific skill levels and needs.

Reich said the skill standards legislation, Goals 2000: Educate America Act, currently moving through the Senate, incorporates the fundamental requirements for success. The legislation is built around three basic principles:

- Skill standards must be voluntary;
- Skill standards must be industry-led with active participation of business, labor, educators, workers and others; and
- The process must knit together and integrate, but not duplicate, work already carried out by industry, by states, or by the education system.

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To further these goals, the bill establishes a national skill standards board to encourage, promote and assist partnerships representing business, labor, educators and others to develop and adopt a skill standards system that is relevant among industries.

"There is a disconnect between the skills people have and the skills the economy requires," Reich said. "Part of the problem is determining how to move a workforce suited to one sort of economy quickly and smoothly into a world grown suddenly quite different."

Explaining that the U.S. is the only industrialized nation without a formal system for developing and disseminating skill standards, Reich described the benefits of such a system:

- Students entering the labor force will have better information on the skill standards required to compete effectively for high-wage jobs;
- Businesses will have the information they need to hire highly skilled (but not necessarily college-educated) workers;
- There will be accountability among training providers because there will be measurable standards for evaluation.

Additional benefits to a skill standards system are: jobless Americans will be able seek retraining with confidence that the skills they gain will lead to new employment opportunities; unions will be able to better determine what skills and training are vital to their members' employment security; the U.S. will be able set goals for skill achievement, competencies and performance that can drive American economic growth.

"A skill standards system is an idea whose time has come and whose way has been paved in the thinking and organizing already under way both inside and outside of government," Reich said. "Putting together an effective system will provide the foundation for ongoing lifelong learning and enhance America's ability to productively match skills and jobs."

The Labor Department awarded six one-year grants last year to industry trade associations to develop and implement voluntary skill standards. Some of the occupations involved in the demonstrations include production technician, administrative assistant and professional sales associates. The grantees are:

Institute of Industrial Launderers; Council on Hotel, Restaurant and Institutional Education; National Tooling and Machining; American Electronics Association; National Electrical Contractors; and National Retail Federation.

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This information will be made available to sensory impaired individuals upon request. Voice phone: 202-219-6871; TDD Message Referral phone: 1-800-326-2577.

Union Calendar No. 93

103D CONGRESS
1ST SESSION**H. R. 1804**

[Report No. 103-168]

To improve learning and teaching by providing a national framework for education reform; to promote the research, consensus building, and systemic changes needed to ensure equitable educational opportunities and high levels of educational achievement for all American students; to provide a framework for reauthorization of all Federal education programs; to promote the development and adoption of a voluntary national system of skill standards and certifications; and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

APRIL 22, 1993

Mr. KILDEE (for himself, Mr. FORD of Michigan, Mr. SAWYER, Mr. OWENS, Mrs. UNSOELD, Mr. ROEMER, Mr. ENGEL, Mr. GREEN, Ms. WOOLSEY, Mr. STRICKLAND, Mr. PAYNE of New Jersey, Mr. ROMERO-BARCELÓ, Mr. MURPHY, Mr. MARTINEZ, Mr. BAESLER, and Mr. CLYBURN) introduced the following bill; which was referred to the Committee on Education and Labor

JULY 1, 1993

Additional sponsors: Mr. WILLIAMS, Mr. ANDREWS of New Jersey, Mr. TOWNS, Mr. KLINK, Mrs. CLAYTON, Mr. MAZZOLI, Mr. FROST, Mr. RANGEL, Mr. BLACKWELL, Mr. GORDON, Mr. BARLOW, Ms. ENGLISH of Arizona, Mr. PASTOR, Ms. FURSE, Mr. HUGHES, Mr. PARKER, Mr. MCCURDY, Mr. OLVER, Mr. FALBOMAVEGA, Mr. EVANS, Mr. REYNOLDS, Mr. SCOTT, Mr. STUPAK, and Mr. DE LUGO

JULY 1, 1993

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

[Strike out all after the enacting clause and insert the part printed in italic]

[For text of introduced bill, see copy of bill as introduced on April 22, 1993]

1 (d) SECRETARY OF DEFENSE.—The Secretary shall
 2 consult with the Secretary of Defense to ensure that, to the
 3 extent practicable, the purposes of this title are applied to
 4 the Department of Defense schools.

5 TITLE IV—NATIONAL SKILL 6 STANDARDS BOARD

7 SEC. 401. PURPOSE.

8 It is the purpose of this title to establish a National
 9 Board to serve as a catalyst in stimulating the development
 10 and adoption of a voluntary national system of skill stand-
 11 ards and certification that will serve as a cornerstone of
 12 the national strategy to enhance workforce skills, and that
 13 can be used, consistent with Federal civil rights laws—

14 (1) by the Nation, to ensure the development of
 15 a high skills, high quality, high performance
 16 workforce, including the most skilled front-line
 17 workforce in the world, and that will result in in-
 18 creased productivity, economic growth and American
 19 economic competitiveness;

20 (2) by industries, as a vehicle for informing
 21 training providers and prospective employees of skills
 22 necessary for employment;

23 (3) by employers, to assist in evaluating the skill
 24 levels of prospective employees and to assist in the
 25 training of current employees;

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1 (4) by labor organizations, to enhance the em-
2 ployment security of workers by providing portable
3 credentials and skills;

4 (5) by workers, to obtain certifications of their
5 skills to protect against dislocation, to pursue career
6 advancement, and to enhance their ability to reenter
7 the workforce;

8 (6) by students and entry level workers, to deter-
9 mine the skill levels and competencies needed to be ob-
10 tained in order to compete effectively for high wage
11 jobs;

12 (7) by training providers and educators, to de-
13 termine appropriate training services to offer;

14 (8) by Government, to evaluate whether publicly-
15 funded training assists participants to meet skill
16 standards where they exist and thereby protect the in-
17 tegrity of public expenditures;

18 (9) to facilitate the transition to high perform-
19 ance work organizations;

20 (10) to increase opportunities for minorities and
21 women, including removing barriers to the entry of
22 women in non-traditional employment; and

23 (11) to facilitate linkages between other compo-
24 nents of the workforce investment strategy, including
25 school-to-work transition, secondary and postsecond-

1 ary vocational-technical education, and job training
2 programs.

3 **SEC. 402. ESTABLISHMENT OF NATIONAL BOARD.**

4 (a) *IN GENERAL.*—There is established a National
5 Skill Standards Board (in this title referred to as the
6 “National Board”).

7 (b) *COMPOSITION.*—

8 (1) *IN GENERAL.*—The National Board shall be
9 composed of 28 members, appointed in accordance
10 with paragraph (3), of whom—

11 (A) one member shall be the Secretary of
12 Labor;

13 (B) one member shall be the Secretary of
14 Education;

15 (C) one member shall be the Secretary of
16 Commerce;

17 (D) one member shall be the Chairperson of
18 the National Education Standards and Improve-
19 ment Council established pursuant to section
20 212(a);

21 (E) eight members shall be representatives
22 of small and large business and industry selected
23 from among individuals recommended by recog-
24 nized national business organizations and trade
25 associations;

1 (F) eight members shall be representatives of
2 organized labor selected from among individuals
3 recommended by recognized national labor fed-
4 erations; and

5 (G) eight members shall be representatives
6 from the following groups, with at least one
7 member from each group:

8 (i) Educational institutions.

9 (ii) Community-based organizations.

10 (iii) State and local governments.

11 (iv) Nongovernmental organizations
12 with a demonstrated history of successfully
13 protecting the rights of racial, ethnic and
14 religious minorities, women, persons with
15 disabilities or older persons.

16 (2) DIVERSITY REQUIREMENTS.—The members
17 described in subparagraph (G) of paragraph (1) shall
18 have expertise in the area of education and training.
19 The members described in subparagraphs (E), (F),
20 and (G) of paragraph (1) shall—

21 (A) in the aggregate, represent a broad
22 cross-section of occupations and industries; and

23 (B) to the extent feasible, be geographically
24 representative of the United States and reflect

1 the racial, ethnic and gender diversity of the
2 United States.

3 (3) *APPOINTMENT.*—The membership of the Na-
4 tional Board shall be appointed as follows:

5 (A) Twelve members (four from each class of
6 members described in subparagraphs (E), (F),
7 and (G) of paragraph (1)) shall be appointed by
8 the President.

9 (B) Six members (two from each class of
10 members described in subparagraphs (E), (F),
11 and (G) of paragraph (1)) shall be appointed by
12 the Speaker of the House of Representatives, of
13 whom three members (one from each class of
14 members described in subparagraphs (E), (F),
15 and (G) of paragraph (1)) shall be selected from
16 recommendations made by the Majority Leader
17 of the House of Representatives and three mem-
18 bers (one from each class of members described in
19 subparagraphs (E), (F), and (G) of paragraph
20 (1)) shall be selected from recommendations
21 made by the Minority Leader of the House of
22 Representatives.

23 (C) Six members (two from each class of
24 members described in subparagraphs (E), (F),
25 and (G) of paragraph (1)) shall be appointed by

1 the President pro tempore of the Senate, of whom
 2 three members (one from each class of members
 3 described in subparagraphs (E), (F), and (G) of
 4 paragraph (1)) shall be selected from rec-
 5 ommendations made by the Majority Leader of
 6 the Senate and three members (one from each
 7 class of members described in subparagraphs (E),
 8 (F), and (G) of paragraph (1)) shall be selected
 9 from recommendations made by the Minority
 10 Leader of the Senate.

11 (4) *TERM.*—Each member of the National Board
 12 appointed under subparagraphs (E), (F), and (G) of
 13 paragraph (1) shall be appointed for a term of 4
 14 years, except that of the initial members of the Board
 15 appointed under such paragraph—

16 (A) Twelve members shall be appointed for
 17 a term of 3 years (four from each class of mem-
 18 bers described in subparagraphs (E), (F), and
 19 (G) of paragraph (1)), of whom—

20 (i) two from each class shall be ap-
 21 pointed in accordance with paragraph
 22 (3)(A);

23 (ii) one from each such class shall be
 24 appointed in accordance with paragraph
 25 (3)(B); and

1 (iii) 1 from each such class shall be ap-
 2 pointed in accordance with paragraph
 3 (3)(C); and

4 (B) Twelve members shall be appointed for
 5 a term of 4 years (four from each class of mem-
 6 bers described in subparagraphs (E), (F), and
 7 (G) of paragraph (1)), of whom—

8 (i) two from each such class shall be
 9 appointed in accordance with paragraph
 10 (3)(A);

11 (ii) one from each such class shall be
 12 appointed in accordance with paragraph
 13 (3)(B); and

14 (iii) one from each such class shall be
 15 appointed in accordance with paragraph
 16 (3)(C).

17 (c) CHAIRPERSON AND VICE CHAIRPERSONS.—

18 (1) CHAIRPERSON.—The National Board shall
 19 biennially elect a Chairperson from among the mem-
 20 bers of the National Board by a majority vote of such
 21 members.

22 (2) VICE CHAIRPERSONS.—The National Board
 23 shall annually elect 3 Vice Chairpersons (each rep-
 24 resenting a different class of the classes of members
 25 described in subparagraphs (E), (F), and (G) of sub-

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1 section (b)(1)) from among its members appointed
2 under subsection (b)(3) by a majority vote of such
3 members, each of whom shall serve for a term of 1
4 year.

5 (d) *COMPENSATION AND EXPENSES.*—

6 (1) *COMPENSATION.*—Members of the National
7 Board who are not regular full-time employees or offi-
8 cers of the Federal Government shall serve without
9 compensation.

10 (2) *EXPENSES.*—The members of the National
11 Board shall receive travel expenses, including per
12 diem in lieu of subsistence, in accordance with sub-
13 chapter I of chapter 57, title 5, United States Code,
14 while away from their homes or regular places of
15 business in the performance of services for the Na-
16 tional Board.

17 (e) *EXECUTIVE DIRECTOR AND STAFF.*—The Chair-
18 person of the National Board shall appoint an Executive
19 Director, who shall be compensated at a rate determined
20 by the National Board that shall not exceed the rate of pay
21 for level V of the Executive Schedule under section 5316
22 of title 5, United States Code, and who shall appoint such
23 staff as is necessary in accordance with title 5, United
24 States Code. Such staff shall include at least one individual
25 with expertise in measurement and assessment.

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(f) *GIFTS.*—The National Board is authorized, in carrying out this title, to accept, purchase, or lease, and employ or dispose of in furtherance of the purposes of this title, any money or property, real, personal, or mixed, tangible or intangible, received by gift, devise, bequest, or otherwise, and to accept voluntary and uncompensated services notwithstanding the provisions of section 1342 of title 31, United States Code.

(g) *AGENCY SUPPORT.*—

(1) *USE OF FACILITIES.*—The National Board may use the research, equipment, services and facilities of any agency or instrumentality of the United States with the consent of such agency or instrumentality.

(2) *STAFF OF FEDERAL AGENCIES.*—Upon the request of the National Board, the head of any department or agency of the United States may detail to the National Board, on a reimbursable basis, any of the personnel of such department or agency to assist the National Board in carrying out this title.

(h) *CONFLICT OF INTEREST.*—An individual who has served as a member of the National Board may not have any financial interest in an assessment and certification system developed or endorsed under this title for a period

1 of three years after the termination of service of such indi-
 2 vidual from the National Board.

3 **SEC. 403. FUNCTIONS OF THE NATIONAL BOARD.**

4 (a) **IDENTIFICATION OF OCCUPATIONAL CLUSTERS.—**

5 (1) **IN GENERAL.**—Subject to paragraph (2), the
 6 National Board, after extensive public review and
 7 comment and study of the national labor market,
 8 shall identify broad clusters of major occupations that
 9 involve one or more than one industry in the United
 10 States.

11 (2) **PROCEDURES FOR IDENTIFICATION.**—Prior
 12 to identifying broad clusters of major occupations
 13 under paragraph (1), the National Board shall—

14 (A) develop procedures for the identification
 15 of such clusters;

16 (B) publish such procedures in the Federal
 17 Register; and

18 (C) allow for extensive public review of and
 19 comment on such procedures.

20 (b) **VOLUNTARY PARTNERSHIPS TO DEVELOP STAND-**
 21 **ARDS.—**

22 (1) **IN GENERAL.**—For each of the occupational
 23 clusters identified pursuant to subsection (a), the Na-
 24 tional Board shall encourage and facilitate the estab-

1 *lishment of voluntary partnerships to develop a skill*
2 *standards system in accordance with subsection (d).*

3 (2) *REPRESENTATIVES.*—*Such voluntary part-*
4 *nerships shall include the full and balanced partici-*
5 *pation of—*

6 (A) *representatives of business and industry*
7 *who have expertise in the area of workforce skill*
8 *requirements, including representatives of large*
9 *and small employers, recommended by national*
10 *business organizations and trade associations*
11 *representing employers in the occupation or in-*
12 *dustry for which a standard is being developed,*
13 *and representatives of trade associations that*
14 *have received demonstration grants from the De-*
15 *partment of Labor or the Department of Edu-*
16 *cation to establish skill standards prior to the*
17 *enactment of this title;*

18 (B) *employee representatives who have ex-*
19 *pertise in the area of workforce skill require-*
20 *ments and who shall be—*

21 (i) *individuals recommended by recog-*
22 *nized national labor organizations rep-*
23 *resenting employees in the occupation or in-*
24 *dustry for which a standard is being devel-*
25 *oped; and*

1 (ii) such other individuals who are
2 nonmanagerial employees with significant
3 experience and tenure in such occupation or
4 industry as are appropriate given the na-
5 ture and structure of employment in the oc-
6 cupation or industry;

7 (C) representatives of—

8 (i) educational institutions;

9 (ii) community-based organizations;

10 (iii) State and local agencies with ad-
11 ministrative control or direction over edu-
12 cation, vocational-technical education, or
13 employment and training;

14 (iv) other policy development organiza-
15 tions with expertise in the area of workforce
16 skill requirements; and

17 (v) non-governmental organizations
18 with a demonstrated history of successfully
19 protecting the rights of racial, ethnic, and
20 religious minorities, women, individuals
21 with disabilities, and older persons; and

22 (D) individuals with expertise in measure-
23 ment and assessment, including relevant experi-
24 ence in designing unbiased assessments and per-
25 formance-based assessments.

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1 (3) *EXPERTS.*—The partnerships described in
2 paragraph (1) may also include such other individ-
3 uals who are independent, qualified experts in their
4 fields.

5 (c) *RESEARCH, DISSEMINATION, AND COORDINA-*
6 *TION.*—In order to support the development of a skill stand-
7 ards system in accordance with subsection (d), the National
8 Board shall—

9 (1) conduct workforce research relating to skill
10 standards (including research relating to how to use
11 skill standards in compliance with civil rights laws)
12 and make such research available to the public, in-
13 cluding the partnerships described in subsection (b);

14 (2) identify and maintain a catalog of skill
15 standards used by other countries and by States and
16 leading firms and industries in the United States;

17 (3) serve as a clearinghouse to facilitate the shar-
18 ing of information on the development of skill stand-
19 ards and other relevant information among represent-
20 atives of occupations and industries identified pursu-
21 ant to subsection (a), the voluntary partnerships rec-
22 ognized pursuant to subsection (b), and among edu-
23 cation and training providers through such mecha-
24 nisms as the Capacity Building and Information and

1 *Dissemination Network established under section*
2 *453(b) of the Job Training Partnership Act;*

3 *(4) develop a common nomenclature relating to*
4 *skill standards;*

5 *(5) encourage the development and adoption of*
6 *curricula and training materials for attaining the*
7 *skill standards developed pursuant to subsection (d)*
8 *that include structured work experiences and related*
9 *study programs leading to progressive levels of profes-*
10 *sional and technical certification and postsecondary*
11 *education;*

12 *(6) provide appropriate technical assistance; and*

13 *(7) facilitate coordination among voluntary*
14 *partnerships that meet the requirements of subsection*
15 *(b) to promote the development of a coherent national*
16 *system of voluntary skill standards.*

17 *(d) ENDORSEMENT OF SKILL STANDARDS SYSTEMS.—*

18 *(1) DEVELOPMENT OF ENDORSEMENT CRI-*
19 *TERIA.—*

20 *(A) IN GENERAL.—The National Board,*
21 *after extensive public consultation, shall develop*
22 *objective criteria for endorsing skills standards*
23 *systems relating to the occupational clusters*
24 *identified pursuant to subsection (a). Such cri-*
25 *teria shall, at a minimum, include the compo-*

1 *nents of a skill standards system described in*
2 *subparagraph (B). The endorsement criteria*
3 *shall be published in the Federal Register, and*
4 *updated as appropriate.*

5 *(B) COMPONENTS OF SYSTEM.—The compo-*
6 *nents of a skill standards systems shall include*
7 *the following:*

8 *(i) Voluntary skill standards, which at*
9 *a minimum—*

10 *(I) meet or exceed, to the extent*
11 *practicable, the highest standards used*
12 *in other countries and the highest*
13 *international standards;*

14 *(II) take into account content and*
15 *performance standards certified pursu-*
16 *ant to title II;*

17 *(III) take into account the re-*
18 *quirements of high performance work*
19 *organizations;*

20 *(IV) are in a form that allows for*
21 *regular updating to take into account*
22 *advances in technology or other devel-*
23 *opments within the occupational clus-*
24 *ter;*

(V) are formulated in such a manner that promotes the portability of credentials and facilitates worker mobility within an occupational cluster or industry and among industries; and

(VI) are not discriminatory with respect to race, color, gender, age, religion, ethnicity, disability, or national origin, consistent with Federal civil rights laws.

(ii) A voluntary system of assessment and certification of the attainment of skill standards developed pursuant to subparagraph (A), which at a minimum—

(I) takes into account, to the extent practicable, methods of assessment and certification used in other countries;

(II) utilizes a variety of evaluation techniques, including, where appropriate, oral and written evaluations, portfolio assessments and performance tests; and

1 (III) includes methods for estab- 41
2 lishing that the assessment and certifi- 2
3 cation system is not discriminatory 3
4 with respect to race, color, gender, age, 4
5 religion, ethnicity, disability, or na- 5
6 tional origin, consistent with Federal 6
7 civil rights laws. 7

8 (iii) A system to promote the use of 8
9 and to disseminate information relating to 9
10 skill standards, and assessment and certifi- 10
11 cation systems developed pursuant to this 11
12 paragraph (including dissemination of in- 12
13 formation relating to civil rights laws rel- 13
14 evant to the use of such standards and sys- 14
15 tems) to entities such as institutions of post- 15
16 secondary education offering professional 16
17 and technical education, labor organiza- 17
18 tions, trade associations, employers provid- 18
19 ing formalized training and other organiza- 19
20 tions likely to benefit from such systems. 20

21 (iv) A system to evaluate the imple- 21
22 mentation of the skill standards, and assess- 22
23 ment and certification systems developed 23
24 pursuant to this paragraph, and the effec- 24
25 tiveness of the information disseminated 25

1 pursuant to subparagraph (C) for inform-
 2 ing the users of such standards and systems
 3 of the requirements of relevant civil rights
 4 laws.

5 (v) A system to periodically revise and
 6 update the skill standards, and assessment
 7 and certification systems developed pursu-
 8 ant to this paragraph, which will take into
 9 account changes in standards in other coun-
 10 tries.

11 (2) ENDORSEMENT.—The National Board, after
 12 extensive public review and comment, shall endorse
 13 those skill standards systems relating to the occupa-
 14 tional clusters identified pursuant to subsection (a)
 15 that—

16 (A) meet the objective endorsement criteria
 17 that are developed pursuant to paragraph (1);
 18 and

19 (B) are submitted by partnerships that meet
 20 the representation requirements of subsection
 21 (b)(2).

22 (e) LIMITATIONS.—

23 (1) IN GENERAL.—The National Board shall not
 24 carry out the requirements of subsections (b) or (d)
 25 with respect to any occupation or trade within any

1 industry for which national apprenticeship
2 standards—

3 (A) have been jointly developed by labor
4 and management representatives,

5 (B) are registered pursuant to the National
6 Apprenticeship Act, and

7 (C) are being actively used on a national
8 basis for training workers in such occupation or
9 trade,

10 unless labor and management representatives of such
11 occupation or trade and representatives of registered
12 apprenticeship programs within such occupation or
13 trade jointly request the assistance of the National
14 Board.

15 (2) RELATIONSHIP WITH ANTIDISCRIMINATION
16 LAWS.—

17 (A) IN GENERAL.—Nothing in this title
18 shall be construed to modify or affect any Fed-
19 eral or State law prohibiting discrimination on
20 the basis of race, religion, color, ethnicity, na-
21 tional origin, gender, age, or disability.

22 (B) EVIDENCE.—The endorsement or ab-
23 sence of an endorsement by the Board of a skill
24 standard or assessment and certification system
25 under subsection (d) shall not be used in any ac-

tion or proceeding to establish that the skill standard or assessment and certification system conforms or does not conform to the requirements of civil rights laws.

(f) COORDINATION WITH EDUCATION STANDARDS.—

The National Board shall establish cooperative arrangements with the National Education Standards and Improvement Council to promote the coordination of the development of skill standards under this title with the development of content and performance standards under title II.

(g) FINANCIAL ASSISTANCE.—

(1) IN GENERAL.—From funds appropriated pursuant to section 406(a), the Secretary of Labor may award grants (including grants to the voluntary partnerships in accordance with paragraph (2)) and enter into contracts and cooperative arrangements that are requested by the National Board for the purposes of carrying out this title.

(2) GRANT PROGRAMS FOR VOLUNTARY PARTNERSHIPS.—

(A) ELIGIBILITY AND APPLICATION.—Voluntary partnerships that meet the requirements of subsection (b) shall be eligible to apply for a grant under this subsection. Each such voluntary partnership desiring a grant shall submit an ap-

1 application to the National Board at such time, in
 2 such manner, and accompanied by such informa-
 3 tion as the National Board may reasonably re-
 4 quire.

5 (B) APPROVAL CRITERIA.—Prior to each
 6 fiscal year, the National Board shall publish ob-
 7 jective criteria for the approval of grant applica-
 8 tions submitted pursuant to subparagraph (A).

9 (3) LIMITATION ON THE USE OF FUNDS.—
 10 (A) IN GENERAL.—Not more than 20 per-
 11 cent of the funds appropriated under section
 12 406(a) for each fiscal year shall be used by the
 13 National Board for the costs of administration.

14 (B) COSTS OF ADMINISTRATION DEFINED.—
 15 For purposes of this paragraph, the term “costs
 16 of administration” means costs relating to staff,
 17 supplies, equipment, space, travel and per diem,
 18 costs of conducting meetings and conferences,
 19 and other related costs.

20 SEC. 404. DEADLINES.

21 Not later than December 31, 1996, the National Board
 22 shall—

23 (1) identify occupational clusters pursuant to
 24 section 403(a) representing a substantial portion of
 25 the workforce; and

(2) promote the development of an initial set of skill standards in accordance with section 403(d) for such clusters.

SEC. 405. REPORTS.

The National Board shall submit to the President and the Congress in each fiscal year a report on the activities conducted under this title, including the extent to which skill standards have been adopted by employers, training providers, and other entities and the effectiveness of such standards in accomplishing the purposes described in section 401.

SEC. 406. AUTHORIZATION OF APPROPRIATIONS.

(a) *IN GENERAL.*—There are authorized to be appropriated \$15,000,000 for fiscal year 1994 and such sums as may be necessary for each of the fiscal years 1995 through 1998 to carry out this title.

(b) *AVAILABILITY.*—Amounts appropriated pursuant to subsection (a) shall remain available until expended.

SEC. 407. DEFINITIONS.

For purposes of this title, the following definitions apply:

(1) **COMMUNITY-BASED ORGANIZATIONS.**—The term “community-based organizations” means such organizations as defined in section 4(5) of the Job Training Partnership Act.

1 (2) *EDUCATIONAL INSTITUTION.*—The term
 2 “educational institution” means a high school, a vo-
 3 cational school, and an institution of higher edu-
 4 cation.

5 (3) *SKILL STANDARD.*—The term “skill stand-
 6 ard” means the level of knowledge and competence re-
 7 quired to successfully perform work-related functions
 8 within an occupational cluster.

9 **TITLE V—MISCELLANEOUS**

10 **SEC. 501. DEFINITIONS.**

11 *As used in this Act—*

12 (1) the terms “all students” and “all children”
 13 mean students or children from a broad range of
 14 backgrounds and circumstances, including disadvan-
 15 tagged students, students with diverse racial, ethnic,
 16 and cultural backgrounds, American Indians, Alaska
 17 Natives, Native Hawaiians, students with disabilities,
 18 students with limited-English proficiency, migrant
 19 children, school-aged children who have dropped out,
 20 migrant children, and academically talented students;

21 (2) the terms “community”, “public”, and “ad-
 22 vocacy group” are to be interpreted to include rep-
 23 resentatives of organizations advocating for the edu-
 24 cation of American Indian, Alaska Native, and Na-
 25 tive Hawaiian children and Indian tribes;

6/28/93
**SIDE BY SIDE OF MAJOR PROVISIONS IN HOUSE AND SENATE
VERSIONS OF
GOALS 2000: EDUCATE AMERICA ACT (S. 846 & H.R. 1804)**

S. 846 **(as of 5/26/93)**

Title I: National Education Goals

Codifies six national education goals.

**Title II: Goals Panel & National
Education Standards & Improvement
Council (NESIC)**

Establishes a bipartisan Goals Panel composed of 18 members. Goals Panel members select their own chair.

The Panel would (1) report on the progress nation is making towards achieving the goals; (2) submit to the President nominations for NESIC members; (3) review and approve criteria for standards, assessments, and opportunity-to-learn standards and review and approve certification of such standards by the NESIC.

Establishes a NESIC composed of 19 members, including 4 business representatives, to develop criteria for certifying voluntary content standards, assessments and OTL standards. The Goals Panel

H.R. 1804

(as of 6/23/93)

Title I: National Education Goals

Codifies seven national education goals. The seventh goal focuses on teacher education and professional development by the year 2000.

Also adds "civics and government" to goal 3.

**Title II: Goals Panel & National
Education Standards & Improvement
Council (NESIC)**

Establishes a bipartisan Goals Panel composed of 18 members with the chair selected by the President.

The Goals Panel is only permitted to make 4 appointments to the NESIC, and the Panel would only be permitted to review and comment on the criteria for content standards, assessments, and opportunity-to-learn standards, as well as only review and comment on the certification of such standards by the NESIC.

Establishes a NESIC composed of 20 members, including 5 business representatives, to develop criteria for certifying voluntary content standards, assessments, and OTL standards. 8 members are appointed by the President; 4 by the House; 4 by the Senate; and

S. 846

nominates all members to the NESIC.

NESIC would perform its duties pursuant to recommendations from two separate working groups that focus on (1) content and performance standards and (2) OTL standards.

The three types of standards would be submitted to the Goals Panel for their approval.

NESIC would certify OTL standards submitted to it voluntarily that describe the conditions of teaching and learning necessary for all students to have an opportunity to learn.

NESIC could certify an assessment of one subject area or a system of assessments involving several subject areas as long as the assessment is aligned with and support the state plan.

OTL standards must address such factors as (1) curricula, (2) capability of teachers, (3) professional development, (4) extent to which curriculum and assessments are aligned with content standards, (5) other appropriate factors.

No comparable provision.

No comparable provision.

H.R. 1804

4 by the Goals Panel.

No comparable provision.

The three types of standards would be submitted to the Secretary of Education for review and comment.

NESIC would only certify OTL standards submitted to it voluntarily which are consistent with the voluntary, national OTL standards.

NESIC could only certify systems of assessments submitted by states on a voluntary basis.

OTL standards must also address a 6th factor: the extent to which school facilities provide a safe and secure environment for learning and instruction and have the requisite libraries, laboratories, and other resources necessary to provide an opportunity to learn.

Specifies that NESIC is to develop criteria for certifying both national and state OTL standards; not just national criteria.

Specifies that the NESIC shall only certify a system of assessment if the state has established or adopted OTL standards.

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Prohibits the NESIC from certifying assessments that will be used for high stakes purposes (graduation, promotion, retention) for 3 years.

Clarifies that states plans must establish strategies for achieving the states's OTL standards in every school.

Authorizes the Secretary to award a grant or grants to consortia of various stakeholders to develop model OTL standards.

Removed separate authorization for assessment development and evaluation grants and folded it into the 4% Secretary's grant reserve.

Authorizes \$1 million for OTL grant.

Assessment grants must come from the Secretary's 4% grant reserve.

Title III: State and Local Education Systemic Improvement

Adds early childhood to the list of comprehensive services to which state and LEAs should try to coordinate access

Authorizes \$400 million in state grants for systemic improvement.

Reserves 4% of the-funds for the Secretary for national leadership

H.R. 1804

Prohibits the NESIC from certifying systems of assessments that will be used for high stakes purposes for 5 years from the date of enactment.

Specifies that state plans must ensure that schools actually achieve the OTL standards.

Authorizes the Secretary to award only one OTL grant to a consortia of wide ranging stakeholders.

Authorizes the Secretary to make grants to states and local education agencies (LEAs) to help defray the cost developing assessments.

Authorizes \$3 million for OTL grant.

Authorizes a separate \$5 million for the Secretary to award assessment and evaluation development grants to states and LEAs.

Title III: State and Local Education Systemic Improvement

No comparable provision.

Authorizes \$393 million in state grants for systemic improvement.

Reserves 6% of the funds for the Secretary for national leadership activities. Specifies that

S. 846

H.R. 1804

activities.

that such activities must be administered through the Office of Educational Research and Improvement.

Added a paperwork prevention clause to ensure that state and local improvement plans do not result in an increase of paperwork for teachers.

No comparable provision.

Requires State Educational Agency (SEA) to submit a state plan by no later than the end of the 2nd year of the grant.

No comparable provision.

Each state plan must establish a strategy and timetable for (1) adopting or establishing OTL standards; (2) achieving the State's OTL standards; and (3) reporting to the public on OTL.

Each state plan must establish a strategy and timetable for (1) adopting or establishing OTL standards prior to or simultaneous with the establishment or adoption of challenging content and student performance standards; (2) ensuring that every school is making demonstrable progress toward meeting the state's OTL standards; (3) reporting to the public on OTL.

No comparable provision.

Requires states to include corrective action plans for meeting OTL standard in their state plans to ensure they make demonstrable progress toward implementing OTL standards.

Permits the Secretary to approve preexisting state plans as long as they meet the intent and purpose of the legislation.

Permits the Secretary to approve preexisting state plans which meet the specific requirements of Title III.

In the first year 75% of funds must be passed on to LEAs and in succeeding years it rises to 85%.

In the first year 75% must be passed on to LEAs and in succeeding years it rises to 90%.

Authorizes the waiver of most regulations under several major education programs in any state or LEA participating in reform grant program.

Extends waiver authority to all LEAs in the nation whether or not they received a systemic reform grant.

S. 846

Increases the period a waiver may be granted from 3 to 5 years.

Title IV: Miscellaneous

Specifies that funds may only be used for the benefit of public schools.

H.R. 1804

Authorizes waivers for 3 years.

Specifies that funds under this bill shall only be used for the benefit of public schools.

Title V: National Skill Standards Board Title IV: National Skill Standards Board

Establishes a national board to serve as a catalyst in stimulating the development and adoption of a voluntary national system of skill standards and of assessment and certification.

Essentially same as Senate.

The Board is composed of 28 members: 8 each from business, organized labor, and other stakeholders, including education, CBOs, civil rights experts, and state and local government. In addition, the Board includes the Secretaries of Commerce, Education, and Labor and the Chair of the NESIC.

Same composition as Senate except business and industry representatives must include representatives of both small and large businesses.

The Board bienally elects a Chair from among its members. The Chair appoints the Executive Director and staff to the Board.

Same as Senate.

The Board's duties would include identifying broad clusters of major occupations that involve one, or more than one, industry in the U.S.

Before the Board identifies clusters, it must engage in extensive public review and comment, as well as a study of the national labor market. Procedures for identifying the clusters must be published in the Federal Register.

S. 846

H.R. 1804

With respect to each cluster identified, the Board must encourage the development of voluntary partnerships, which include the **full and balanced participation** of business, labor, and education and training providers and other stakeholders.

Essentially the same as Senate.

The voluntary partnership will be encouraged to develop a system of skill standards for their occupational cluster which will include 5 components: (1) skill standards; (2) a system of assessment and certification of the attainment of skill standards; (3) a system to promote the use of and disseminate information relating to standards, assessment and certification; (4) a system to evaluate and implement the standards, assessment and certification; and (5) a system to periodically revise and update the skill standards, assessment and certification system.

Includes a list of criteria in order to meet the minimum skill standard system requirement: (i) meet or exceed standards in other countries; (ii) accounts for content and performance standards certified pursuant to Title II; (iii) accounts for the requirements of high performance work organizations; (iiii) are in a form that allow for regular updating; (v) promotes portability of credentials; (vi) are not discriminatory with respect to race, color, gender, age, religion, ethnicity, disability, or national origin.

The Board is authorized to endorse the components of each skill standards system that is voluntarily submitted to it.

Endorsement critieria must be published in the Federal Register.

The endorsement by the Board of a skill standard system may not be used in any action or proceeding to establish that it conforms to civil rights laws.

Specifies that the endorsement or absence of an endorsement by the Board shall not be used in any action or proceeding to establish that it does or does not conform to civil rights laws.

The Board will also conduct research and maintain a catalogue and clearinghouse on skill standards.

Establishes research, dissemination and coordination as a primary function of the Board.

S. 846

Prohibits the National Board from developing any skill standards with

respect to any occupation or trade within the construction industry for which recognized apprenticeship standards have been developed.

There is \$15 million authorized for the development of skill standards.

By 12/31/95, the Board must identify the occupational clusters representing a substantial portion of the workforce; and have facilitated the voluntary development of a set of voluntary skill standards for such occupations/industries.

H.R. 1804

Expands the prohibition to any trade or industry for which there are registered

national apprenticeship standards that are being actively used on a national basis. Effectively exempts 216 occupations.

Title V: Miscellaneous

Contains definitions and 5 year prohibition against high stakes assessments.

Title VI:

Authorizes grants for training and information to assist parents to work more effectively with schools in meeting the educational needs of their children.

Full Partnership

Goal: To increase the skill level of America's workforce, and prepare students for rewarding careers and economic security.

Means:

Allocation:

Implement *process changes* before *program changes*. These include:

- Motivate pupils to learn and teachers to teach through emphasizing relationships between the subject matter pupils are asked to learn and the needs of today's occupational society.
- Increase educational productivity on the part of both pupils and teachers through applying selected private sector productivity approaches in the education system.
- Ensure that pupils be actively encouraged to acquire positive sets of personally meaningful work values.
- Provide multiple opportunities for youth to experience both career awareness and career exploration through actual exposure to today's occupational society.

Implementation: Industry/Education Councils; A coordinated total community effort.

Cost: \$100 million per year to implement nationwide.

Status: Kenneth Hoyt served as director of the Division of Career Education with the U.S. Department of Education. Hoyt worked with Rupert Evans and Garth Mangum to develop the content of Career Education, compiling a book, *Career Education: What It Is and How To Do It*.

Point of View: "The need for truly collaborative working relationships in reforming American education is equally clear. This is not something the education system can do by itself. 'People change' reform proposals demand the involvement of the private sector."

Contact: Kenneth B. Hoyt, Ph.D., Distinguished Professor of Education, College of Education, Bluemont Hall, Kansas State University, Manhattan, KS 66506-5312; (913) 532-5889.

Source: "Collaboration: The Key to Success in Private Sector/Education System Relationships," Kenneth B. Hoyt, Kansas State University

Collaboration: The Key to Success in Private Sector/Education System Relationships

By Kenneth B. Hoyt, University Distinguished Professor of Education, Kansas State University

The decade of the 1980s is certain to be remembered in American education for two things: (1) as a decade of educational reform proposals; and (2) as a decade of calls for private sector/education system joint efforts. The decade has seen limited progress toward tying these two things into a single package. I consider this to be a

serious mistake

The purpose of this presentation is to move toward correcting this mistake through brief discussion of three topics. First, I will present some changes in the nature of private sector/education system relationships. Second I will attempt to highlight the current situation with respect

to private sector/education system relationships and educational reform as it has evolved during the decade of the 1980s. Following this, I will propose four strategies which, if implemented in a coordinated fashion, appear to hold promise of tying educational reform more closely to private sector/education system relationships.

Historical Perspective

There is nothing new about calling for private sector/education system relationships. This was first done nationwide in 1906 with establishment of the National Society for the Promotion of Industrial Education.¹ At that time, effort was centered on (a) non-college-bound youth; (b) providing such youth with specific vocational skills required for entry level industrial jobs; and (c) using private sector persons in an advisory capacity. The relatively low level vocational skills demanded in the industrial society could be provided at the secondary school level.

The kinds of private sector/education system relationships currently being called for differ dramatically from those of the early 1900s in that they: (a) are aimed at all youth; (b) emphasize general employability skills needed in the emerging service/information/technology-oriented occupational society; and (c) involve private sector persons as participants—not advisors—in equipping youth with such skills. More and more jobs in the emerging occupational society will require specific vocational skills in training at the post-secondary level.

Additional kinds of comparisons may also be useful here. For example, the call for private sector/education system relationships in the early 1900s came at a time when public education in America was in the middle of a massive effort to make the right to a free K-12 education a birthright of all American youth. At that time, there was an obvious need for alternatives to the traditional college prep program offered by traditional secondary schools. Current calls for increases in private sector/education relationships are centered much more on the need to serve what some have called "The Forgotten Half"—i.e., the severely disadvantaged minority youth (including immigrants) who will constitute a growing

portion of tomorrow's work force.²

Still another basic difference can be seen by noting that the primary concerns of American industries in the early 1900s related to their ability to compete on a national scale. At the present time, the need has clearly shifted to concerns relative to the need to compete in the international marketplace.

Thus, while there is nothing new about the concept of education systems and the private sector joining forces to better prepare youth for the occupational society, dramatic differences exist behind the need for such relationships now as opposed to earlier times. The kinds of relationships appropriate in the past cannot be expected to work well today. New models are needed. In too many communities, the old models are still in place.

A Snapshot View of the Current Situation

The current situation in terms of how private sector/education system relationships relate to educational reform can be summarized in four short statements.

First, every educational reform proposal of the 1980s rooted its calls for change around the need to increase America's ability to compete in the international marketplace. Yet, none emphasized a "careers"-oriented approach to reform. Several failed to even consider the need to formulate and implement private sector/education system working relationships. Even worse, very few of these reform proposals have recognized, let alone centered on, the fact that five out of every six new labor market entrants between now and the year 2000 will be women, minority persons, and immigrants—those whose education/work needs are being met least well by the current education system.³

Second, the calls for increased private sector/education relationships during the 1980s have largely avoided explaining (a) why such relationships are needed; (b) what private sector persons, as opposed to educators, are being asked to do and (c) how efforts of multiple private sector firms can best be coordinated with those of local education systems. The uncertainty and confusion created by this lack of clarity have left negative impressions with many private sector persons.⁴

A BRIEF HISTORY OF THE CAREER EDUCATION MOVEMENT

Pre-1970:

A "unified system of vocational education" was advocated by Kenneth Hoyt, a counselor educator who directed the Specialty Oriented Student Research Program (SOS) at the Universities of Iowa and Maryland, Rupert Evans, a vocational educator and Dean of the College of Education at the University of Illinois, and Garth Mangum, a Harvard Ph.D. in labor economics. This system would start "in the elementary school with familiarization with the world of work, followed in the junior high with study of the economic system and exposure to the range of occupations involved. The recommendation called for hands-on occupational exploration in high school, even for the college-bound and some post-secondary occupational preparation for all, integrated with on-the-job training as appropriate."

1970:

Sidney P. Marland Jr. became Commissioner of Education in the U.S. Office of Education under President Richard Nixon and coined the phrase, "all education is career education."

1972:

Public Law 92-318 established the foundation of federal support for "occupational education." Federal vocational education funds were used to fund 6 large scale demonstration models and a "mini-model" in every state as well as the District of Columbia and Puerto Rico.

1977:

38 evaluative studies of career education during 1970-1975 were reviewed by Robert Bhaerman. He found the result of 19 of the studies to be statistically significant and generally supportive of career education, 16 studies to be moderately supportive, and 3 to have minimal findings.

1981:

The career education office was deleted from the Department of Education with the repeal of the Career Education Incentive Act, leaving behind a cadre of grassroots level advocates but little lasting reform.

Third, the "partnership" concept in private sector/education system relationships has been largely destroyed during the decade of the 1980s through inappropriate and unwise actions. In the 1970s, the term "partnerships" was introduced as a legitimate term in which the education system and the private sector joined forces in identifying problems, formulating plans for solving such problems, and implementing programs to do so. During the 1980s, the term "partnerships" has placed private sector persons in such roles as "financial supporter," "classroom assistant," and/or "advisor" to the education system. The true meaning of the word "partners" has been largely lost.

Fourth, the private sector has, over the

decade of the 1980s moved through three clearly visible stages of involvement in educational reform. These are: (a) supporting the need for reform (early 1980s); (b) supplying the education system with private sector funds and assistance in implementing ideas proposed by educators (mid 1980s) and (c) insisting on expanding the breadth, depth, and speed of reform (late 1980s). As we approach the decade of the 1990s, the private sector appears even more insistent on making major changes in America's education system.⁵

The Concept of Collaboration

Positive private sector/educator relation-

Full Partnership

ships can best be developed to take advantage of the unique skills and knowledge each has. The knowledge private sector persons have regarding (a) the nature of the emerging occupational society; (b) educational competencies and skills required for success in the emerging society; and (c) the kinds of general employability/adaptability skills needed must be merged with those of educators regarding (a) how to organize materials for effective instruction; (b) how to relate with pupils in positive ways; and (c) how to help students learn. Sharing of expertise is the bedrock for effective relationships. Neither is an "assistant" to the other. Each is properly viewed as "consultant" to the other.

To the extent that educators and private sector persons are to share *responsibility* for helping pupils, then they must also share *authority*. To the extent they share *authority*, then they must also share *accountability*. This three-way sharing is what I have called **COLLABORATION**." (Others are also currently using the term "collaboration" but appear to mean quite different things. I can only hope that the term "collaboration" doesn't suffer the same fate during the 1990s as did the term "partnerships" during the decade of the 1980s!)

Suggested Strategies

Things that are obvious to almost all are often ignored by almost all. Here, an attempt will be made to list several "obvious" things which, in combination, may be helpful in improving private sector/education system relationships as a vehicle for educational reform.

1. Two basic kinds of educational change are possible. These are: (a) *process* change and (b) *structural* change. Process change can be thought of as "people change" and structural change can be thought of as "system change." There are four basic reasons why educational reform efforts should begin with process changes rather than program changes. These reasons are:

a. Process changes are much less expensive (in terms of dollars) than are program changes. Process changes require primarily effort, not money.

b. As a general rule, the least expensive change proposals should be tried and their results measured prior to investing in more costly reform efforts. Private sector persons know this rule well.

c. Unless "people change" creates attitudes of readiness for change, it will be difficult, if not impossible, to make structural changes work. To force structural changes on unwilling educators makes little sense.

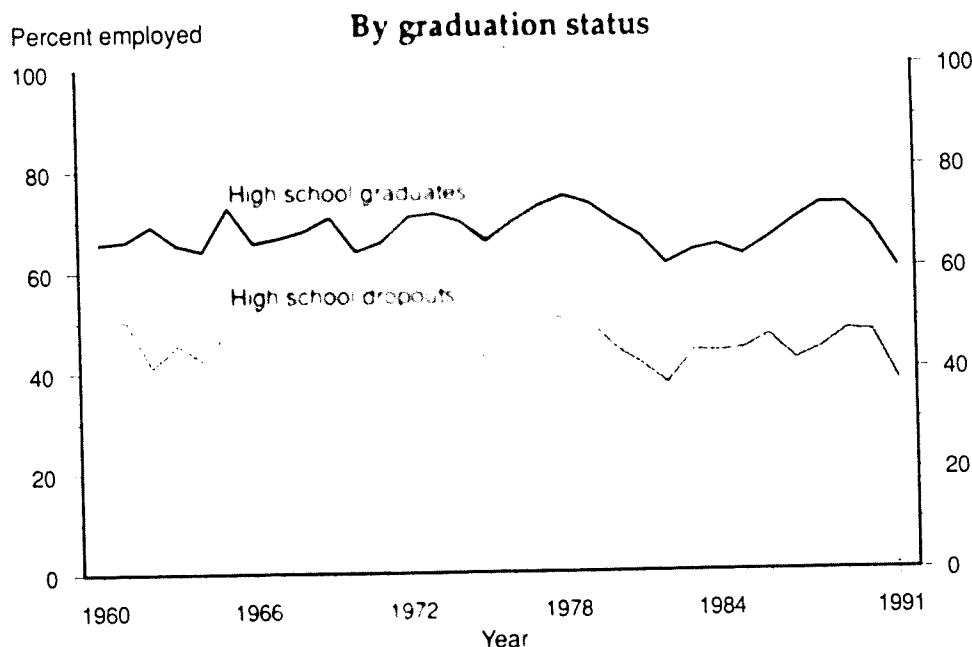
d. Much more is currently known about

how to conduct process change reform efforts than those calling for structural change. When choices are available among various reform proposals, it is usually wise to choose those we know how to carry out over those we don't.

2. It is obvious that the topic of private sector/education system joint efforts is applicable to process change proposals, but not to reform proposals calling for structural change. For example, educators and private sector persons can team up to help change pupil attitudes toward work—a process kind of change. On the other hand, implementing a change from a nine-month school year or a year-round school—a structural kind of change—is something done primarily by educators. While it demands support of the private sector, it is implemented through actions of educators.

3. Much remains to be done to promote trust, respect, and confidence among private sector persons, educators and youth. Typically, when any two of the three get together, they concentrate on criticizing the third. Thus, those process-change proposals most likely to build positive relationships between private sector persons, educators and pupils should be especially valued. Five kinds of process-change reform proposals hold especially high promise for doing so. These include:

Employment Rate Of Recent High School Dropouts And High School Graduates Not Enrolling In College 1960-1991



Source: Condition of Education, 1993, U.S. Department of Education.

a. Motivating pupils to learn and teachers to teach through emphasizing relationships between the subject matter pupils are asked to learn and the needs of today's occupational society. Educational experiences that help prepare pupils for occupational success are highly valued by both parents⁶ and by pupils.⁷

b. Increasing educational productivity on the part of both pupils and teachers through applying selected private sector productivity approaches in the education system. There is no way we can expect graduates of the education system to be productive members of the occupational society, if, during their K-12 schooling, they learn primarily unproductive work habits. The expertise of the private sector could be of great help in increasing productivity of both "pupil as worker" and "teacher as worker." The National Alliance of Business (1987) has recommended that teaching productive work habits should become an integral part of the curriculum.

c. Ensuring that pupils be actively encouraged to acquire positive sets of personally meaningful work values. There still appear to be many more persons looking for "jobs" than there are looking for "work." We know enough about work values to turn this situation around without getting into arguments relative to the "work ethic." This too, would be relatively inexpensive and an almost sure "winner" for a true collaborative effort. There is nothing wrong—and a great deal right—about championing a cause that proclaims we want all persons to *want* to work.

d. Establishing and operating "Industry/Education Councils" as advocated by the National Association for Industry-Education Cooperation (NAIEC). There is no way effective education system/community working relationships can be built and implemented if individual arrangements have to be made between the education system and each community organization. A coordinated total community effort is needed. NAIEC has been the nation's leading advocate of the "I/E/C Council" concept for more than 25 years. It is time its pleas for these councils be heard by educational reformers.

e. Providing multiple opportunities for youth to experience both career aware-

ness and career exploration through actual exposure to today's occupational society. It is obviously inefficient to ask the education system to simulate today's occupational society when, through collaborative arrangements, pupils can actually see and experience it.

During the 1970s, we called this combination of various kinds of "people change" approaches to educational reform "career education." Some of us still do. None of the major educational reform proposals of the 1980s even acknowledges the existence of career education. Much more important, none of these reports acknowledges the necessity for *process* ("people change") reform actions to precede *system* ("program change") reform proposals. Until and unless this situation is corrected, the chances of any "program change" approach to reform being as effective as it could be are slight. Hopefully, the decade of the 1990s will find this situation corrected.

4. From its beginning, the career education movement emphasized that the "people change" approach to reform should be regarded as a necessary, but not as a sufficient way to reform American education. For example, the first USOE policy paper on career education⁸ identified 14 "system change" proposals and recommended each be given serious consideration in structural reform. For purposes of illustrating such reforms, a number of them have been grouped here in three categories. They include:

a. *Proposals calling for individualizing the teaching/learning process.* Examples of such proposals include (a) performance evaluation, (b) merit pay for teachers, (c) competency-based instruction, (d) ungraded schools, (e) computer-assisted instruction, and (f) open entry/open exit K-12 school systems. These kinds of proposals possess great local appeal. Rudimentary knowledge required for making the kinds of pupil assessments vital to their use now exists. Research knowledge providing data required for nationwide implementation is still lacking. An immediate strong R&D effort aimed at acquiring such knowledge is badly needed. It seems clear that effective reform of American education demands that one or more of these kinds of proposals be implemented nationwide.

b. *Proposals calling for doing more of*

what is currently being done in the existing system. Examples of such proposals include those calling for (a) extending the length of the school day, (b) extending the length of the school year, (c) raising graduation requirements, and (d) raising the number of credit hours required for teacher certification. Such proposals can, to the extent the current system is working, perhaps make it work better. To the extent the current system isn't working, adding more almost guarantees that the result will be it won't work again.

c. *Proposals calling for reorganizing the current system.* Examples include (a) open enrollment options across school district lines; (b) magnet schools, and (c) year-round schools. While procedures for implementing such proposals are now available, knowledge regarding how to solve the many other local problems each creates is not. It seems clear none of these kinds of proposals are ready for nationwide adoption.

Concluding Remarks

It is obvious that relationships between education and work will grow even closer in the years ahead. We have not done all that should have been done to help persons deal with these relationships. Other nations against whom America currently competes in the world marketplace have education systems already superior to ours. If we continue present patterns, the situation will surely get much worse. Thus, the need for educational reform is clear.

The need for truly collaborative working relationships in reforming American education is equally clear. This is not something the education system can do by itself. "People change" reform proposals demand the involvement of the private sector. "System change" reform proposals demand the strong support of the private sector. It is hoped that the perspective presented here will stimulate further actions toward gaining both of these kinds of needed help.

Endnotes

¹ G. Venn, *Man, Education, and Work*, (Washington DC: American Council on Education, 1964), 184.

² William T. Grant Foundation, *The Forgotten Half: Pathways to Success for*

Full Partnership

America's Youth and Young Families, (Washington, DC: The Foundation, 1988), 202.

³W. Johnston, *Workforce 2000: Work and Workers in the Twenty-First Century*, (Indianapolis, IN: The Hudson Institute, 1987), 117.

⁴D. Kearns and D. Doyle, *Winning the Brain Race*, (San Francisco: ICS Press, 1988), 147.

⁵The Business Roundtable, *Business Means Business About Education*, (New York: The Roundtable, 1989), p. 75; L. Lund, *Beyond Business/Education Partnerships: The Business Experience*, (New York: The Conference Board, 1989), 27.

⁶S. Elam and A. Gallup, "The 21st Annual Gallup Poll of the Public's Attitudes Toward the Public Schools," *Phi Delta Kappan*, 71(1), 41-56, 1989.

⁷R. Hutchinson and C. Reagan, "Problems For Which Seniors Would Ask For Help From School Counselors," *The School Counselor*, 36(4), 1989, 251-280.

⁸K. Hoyt, *An Introduction To Career Education: A Policy Paper of the U.S. Office of Education*, (Washington, DC: U.S. Government Printing), 40.

Comprehensive Career Education Model

Post High School and Adult: Career Specialization

Includes Programs in:

•Community Colleges •Junior Colleges •Apprenticeship •Vocational-Technical Colleges •Private Vocational-Technical Schools •4-Year Colleges and Universities.

where students will:

1. be involved in developing specific occupational knowledge and preparation in a specialized job area
2. have the opportunity to form meaningful employer-employee type relationships
3. be provided necessary re-training or upgrading skills.

Grades 10-12: Career Preparation/Decision-Making

Centers on Career Cluster programs at 10-12 grades where students will:

1. acquire occupational skills and knowledge for entry level employment and/or advanced occupational training
2. tie a majority of high school experiences into generalized career goals
3. develop acceptable job attitudes
4. be involved in cooperative work experience and have the opportunity to be a member of a vocational youth organization.

Grades 7-9: Career Exploration

Programs at the Junior High School level where students will:

1. explore key occupational areas and assess own interests and abilities
2. become familiar with occupational classifications and clusters
3. develop awareness of relevant factors to be considered in decision making
4. gain experience in meaningful decision making
5. develop tentative occupational plans and arrive at tentative/alternative career choices.

Grades K-6: Career Awareness

Includes programs in the elementary grades, where students will:

1. develop awareness of the many occupational careers available
2. develop awareness of self in relation to occupation in their potential careers
3. develop foundations for wholesome attitudes toward work and society
4. develop attitudes of respect and appreciation toward workers in all fields
5. make tentative choices of career cluster to explore in greater depth during mid-school years.



UNITED STATES DEPARTMENT OF EDUCATION

UNITED STATES DEPARTMENT OF LABOR



CONTACT: Kathryn Kahler 401-3026
Mary Meagher 219-7316

USDL: 93-319
FOR RELEASE: Immediate
Thursday, Aug. 5, 1993

SCHOOL-TO-WORK OPPORTUNITIES ACT OF 1993 INTRODUCED

Labor Secretary Robert B. Reich and Education Secretary Richard Riley today welcomed introduction of the School-to-Work Opportunities Act of 1993. The bill, which has bipartisan support, is sponsored in the Senate by Paul Simon (Ill.) and in the House by William D. Ford (Mich.). As of noon today, there were 10 other Senators and 31 other Representatives sponsoring the bill.

"We are enormously pleased at the wide bipartisan support in both the House and Senate for the School-to-Work Opportunities Act. This solid consensus should help propel the bill toward enactment," Reich and Reilly said in a joint statement. "It sends an early signal that we must begin building a national school-to work system."

"Our nation's lack of a national school-to-work assistance program creates tremendous expense for business and long-term negative consequences for our economy," Reich said. "We must equip our youth with the basic academic and occupational skills they need to get jobs in careers that allow financial security and independence."

Riley stressed the important link between school and work. "Building a world class American workforce first starts with building a world class American education system," he said. "A new generation of workers prepared for high-skill, high-wage jobs primarily will come from a restructured American education system that produces students with a firm grounding in core academic subjects and skills that have currency in the labor market."

The initiative, developed in consultation with states, businesses, community groups, educators and labor organizations, will establish a national framework in which states create comprehensive and effective school-to-work systems. These systems would offer all young Americans an opportunity to participate in a high quality, performance-based program resulting in a high school diploma, typically a degree or diploma certifying successful completion of at least one year of postsecondary education, and an industry-recognized skill certificate.

"A school-to-work transition system is critical to improving the economic opportunities of our young people," said Reich. "This initiative will help put us all on the road to better jobs and greater economic security."

"We are the only major industrialized nation with no formal system for helping our young people -- particularly the 75 percent of high school youth who don't go on to finish a four-year college -- make the transition from the classroom to the workplace," said Riley. "That translates to lost productivity and wasted human potential. This bill will change that."

A list of co-sponsors as of noon today follows:

HOUSE

William D. Ford D-Mich.
Robert Andrews D-N.J.
Xavier Becerra D-Calif.
Ron de Lugo D-Virgin Islands
Rosa DeLauro D-Conn.
Richard Gephardt D-Mo.
Dale Kildee D-Mich.
Pat Williams D-Mont.
William F. Goodling R-Pa.
Austin Murphy D-Pa.
Major Owens D-N.Y.
Matthew Martinez D-Calif.
Steve Gunderson R-Wisc.
Eliot Engel D-N.Y.
Eni Faleomavaega D-Am. Samoa
Gene Green D-Texas
Ron Klink D-Pa.
Nita Lowey D-N.Y.
Dave McCurdy D-Okla.
George Miller D-Calif.
Patsy Mink D-Hawaii
Susan Molinari R-N.Y.
Donald Payne D-N.J.
Nancy Pelosi D-Calif.
Charlie Rangel D-N.Y.
Jack Reed D-R.I.
Tim Roemer D-Ind.
Carlos Romero-Barcelo D-Puerto Rico
Thomas Sawyer D-Ohio
Ted Strickland D-Ohio
Jolene Unsoeld D-Wash.
Lynn Woolsey D-Calif.

SENATE

Paul Simon D-Ill.
Edward Kennedy D-Mass.
Dave Durenberger R-Minn.
Patty Murray D-Wash.
Howard Metzenbaum D-Ohio
Claiborne Pell D-R.I.
Harris Wofford D-Pa.
Mark Hatfield R-Ore.
Carol Moseley-Braun D-Il.
John Breaux D-La.
Christopher Dodd D-Conn.

Limited Partnership

Goal: To increase the skill level of America's workforce, and prepare students for rewarding careers and economic security.

Means:

Allocation:

- Provide grants to states to establish school-to-work programs and coordinate funding with other federal programs.
- Assist states in develop work-based learning, allowing students to work in chosen fields while receiving instruction in the last two years of high school.
- Under work-based learning, provide students with job training, paid work experience, workplace mentoring and instruction in skills and in a variety of elements of an industry.
- Provide for coordinating activities to involve employers, schools and students, and to match students and work opportunities.
- Provide the opportunity, through counselors, for students to explore career opportunities and receive instruction in a career major, selected no later than the eleventh grade.

Implementation: States and localities.

Cost: \$300 million authorized for FY 1995.

Status: The School-to-Work Transition Act was introduced by Rep. William D. Ford (D-Mich.) in August.

Point of View: "The bill would help states develop work-based learning, allowing students to work in chosen fields while receiving instruction in the last two years of high school. Upon completion, students would receive a high school diploma; a certificate from a post-secondary institution, if appropriate, and a portable, industry recognized, credential certifying mastery of certain occupational skills."

Contact: Rep. William Ford (D-Mich.), 2371 Rayburn House Office Building, Washington, DC 20515-2215; (202) 225-6261.

Source: Congressional Record, September 8, 1993.



Rep. Ford

The bill would help states develop work-based learning, allowing students to work in chosen fields while receiving instruction in the last two years of high school. Upon completion, students would receive a high school diploma; a certificate from a post secondary institution, if appropriate; and a portable, industry recognized, credential certifying mastery of certain occupational skills.

Under the bill, which the Committee on Education and Labor developed with Secretary Reich's Department of Labor and Secretary Riley's Department of Education, the federal government would provide grants to states to establish school-to-work programs and coordinate funding with other federal programs. The bill would promote collaboration among local leaders to establish and maintain successful school-to-work systems.

The basic components, developed by states, include work based and school based learning and coordination of the two.

Under work-based learning, students would receive job training, paid work experience, workplace mentoring and instruction in skills and in a variety of elements of an industry. At school, students would explore career opportunities with counselors. They would receive instruction in a career major, selected no later than eleventh grade. The study program's academic and skill standards would be those contained in the administration's school reform bill, HR 1804, the Goals 2000: Educate America Act. Typically, their coursework would include at least one year of postsecondary education and periodic evaluations to identify strengths and weaknesses.

To bring the two together, the bill would provide for coordinating activities, that is, involving employers, schools, and students, and matching students and work opportunities. It also would involve training teachers, mentors, and counselors for the school-to-work program.

States' school-to-work plans, submitted for federal implementation grants, would have to detail how the State would meet program requirements. They also would explain how the plans would extend the opportunity to participate to poor, low-achieving and disabled students and drop-outs.

This bill is an important blueprint to help

The School-to-Work Transition Act Of 1993

By Hon. William D. Ford of Michigan in the House of Representatives,
September 8, 1993

Just before the August recess, I introduced the School-to-Work Transition Act of 1993, President Clinton's legislation to help noncollege-bound students prepare for careers in high-skill, high-wage jobs.

Our challenge is to connect the three-out-of-four high school students who do

not complete college to a skill that will get them a good-paying job. We must establish close ties between schools, businesses, and labor to assure that graduating students get their fair shot at the American dream—a good wage in return for skilled work that employers need.

1-94

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us build a high-skilled workforce for the twenty-first century. In line with other proposals developed by the Clinton administration, it does not establish new federal bureaucracies but make states and

localities partners with the federal governments in achieving goals crucial to improving the lives of our citizens.

This program, which is scheduled to be funded beginning in fiscal 1994, will help

States and localities deliver on their obligations to young people: to train them for good jobs in tomorrow's labor market. My committee looks forward to hearings and ultimately to enactment of this landmark legislation.

Contacts

- Antrey, George. Manpower Development Corporation, 1717 Legion Road, P.O. Box 2226, Chapel Hill, NC 27514; (919) 929-8557.
- Bailin, Michael. Public/Private Ventures, 99 Market Street, Philadelphia, PA 19106; (215) 592-9099.
- Brown, Lawrence Jr. Work, Achievement, Values & Education (WAVE), 501 School Street, SW, Suite 600, Washington, DC 20024; (202) 484-0103.
- Cameron, Don. Executive Director, National Education Association, 1201 Sixteenth Street, NW, Washington, DC 20036; (202) 822-7008.
- Carter, Gene. Executive Director, Association for Supervision and Curriculum Development, 1250 North Pitt Street, Alexandria, VA 22314; (703) 549-3891.
- Clark, Donald. President and CEO, National Association for Industry-Education Cooperation, 235 Hendricks Blvd., Buffalo, NY 14226; (716) 834-7047.
- Crigger, Joan. Director, Employment and Training, United Conference of Mayors, 1620 Eye Street, NW, Washington, DC 20006; (202) 293-2352.
- Dyer, Timothy. Executive Director, National Association of Secondary School Principals, 1904 Association Drive, Reston, VA 22091; (703) 860-0200.
- Ganzglass, Evelyn. Policy Studies Director, National Governors Association, 444 North Capitol Street, NW, Washington, DC 20001; (202) 624-5300.
- Gueron, Judith. Manpower Demonstration Research Corporation, Three Park Avenue, New York, NY 10016; (212) 532-3200.
- Halperin, Samuel. American Youth Policy Forum, 1001 Connecticut Avenue, NW, Suite 301, Washington, DC 20006; (202) 775-9731.
- Harris, David. Jobs for Youth, Inc., 105 West 7th Street, New York, NY 10018; (212) 768-4001.
- Henry, Pat. President, National Parent Teachers Association, 700 North Rush Street, Chicago, IL 60611; (312) 787-0977.
- Imig, David. Executive Director, American Association of Colleges for Teacher Education, One Dupont Circle, NW, Room 610, Washington, DC 20036; (202) 293-2450.
- Johnson, Dick. Project Director, Employment and Training, National Association of Counties, 440 First Street NW, Washington, DC 20001; (202) 393-6226.
- Levitan, Sar. Director, The George Washington Center for Social Policy Research, 1717 K Street, NW, Suite 1200, Washington, DC 20006; (202) 833-2530.
- Miller, Richard D. Executive Director, American Association of School Administrators, 1801 North Moore Street, Arlington, VA 22209; (703) 528-0700.
- Newman, Frank. President, Education Commission of the States, 707 17th Street, Suite 2700, Denver, CO 80202; (303) 299-3604.
- Pemington, Hilary. President, Jobs For The Future, 1815 Massachusetts Avenue, Cambridge, MA 02140; (617) 661-3411.
- Plott, Curtis. American Society for Training and Development, 1640 King Street, P.O. Box 144, Alexandria, VA 22313; (202) 683-8100.
- Rosow, Jerome. Work in America Institute Inc., 700 White Plains Road, Scarsdale, NY 10583; (914) 472-9600.
- Ryan, Ray. National Center for Research in Vocational Education, 1960 Kenny Road, Columbus OH 43210; (614) 292-1260.
- Ruzzi, Betsy. National Center on Education and the Economy, 39 State Street, Suite 500, Rochester, NY 14614; (716) 546-3145.
- Sava, Samuel. Executive Director, National Association of Elementary School Principals, 1615 Duke Street, Alexandria, VA 22314; (703) 548-6021.
- Shanker, Albert. President, American Federation of Teachers, 555 New Jersey Avenue, NW, Washington, DC 20001; (202) 879-4400.
- Shannon, Thomas A. Executive Director, National School Boards Association, 1680 Duke Street, Alexandria, VA 22314; (703) 838-6722.
- Stoneman, Dorothy. YouthBuild U.S.A., 58 Day Street, P.O. Box 4402, 2nd Floor, West Somerville, MA 02144; (617) 623-9900.
- Taylor, Herman. Opportunities Industrialization Centers of America, 1415 N. Broad Street, Philadelphia, PA 19122; (800) 621-4642.
- Tucker, Allyson. The Heritage Foundation, 214 Massachusetts Avenue, NE, Washington, DC 20002-4999; (202) 546-4400.
- Welburn, Brenda. Interim Executive Director, National Association of State Boards of Education, 1012 Cameron Street, Alexandria, VA 22314; (703) 684-4000.
- Zuckerman, Alan J. National Youth Employment Coalition, 1001 Connecticut Avenue, NW, Suite 719, Washington, DC 20006; (202) 659-1064.



**Youth Apprenticeships and School-to-Work Transition:
Current Knowledge and Legislative Strategy**

by

Paul Osterman

Professor of Human Resources and Management

Sloan School of Management

Massachusetts Institute of Technology

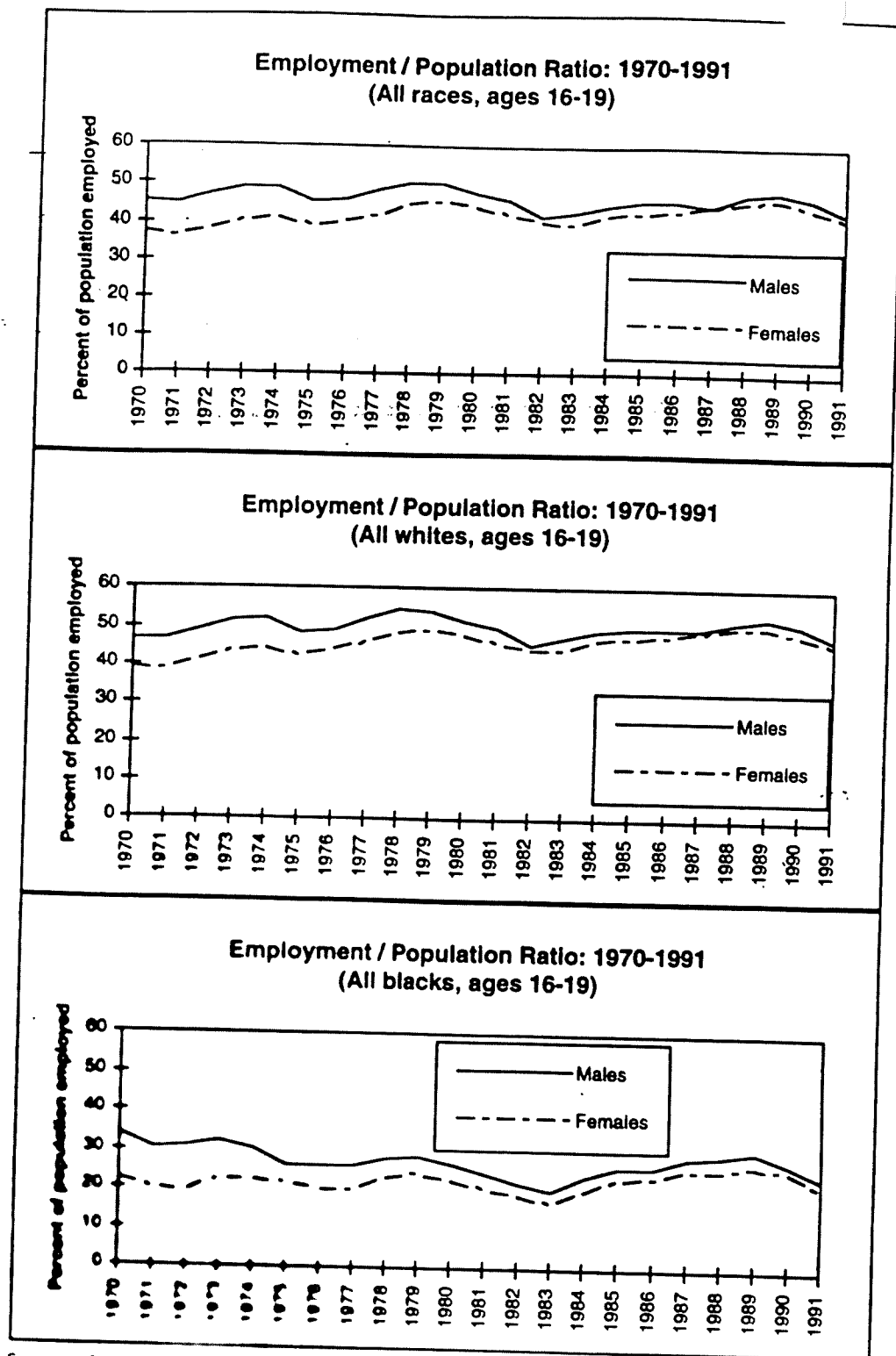
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Maria Iannozzi

Staff Writer

National Center on the Educational Quality of the Workforce

Figure 1
Employment Population
Ratio, Ages 16-19



Source: Bureau of Labor Statistics 1992.

Table 1
Activity Patterns for Men and Women Aged 16-31

	16-19	20-24	25-28	29-31
Men				
Working	21.9%	53.9%	81.2%	85.7%
Unemployed	4.7%	11.1%	4.4%	3.5%
In School	68.5%	23.4%	5.4%	5.0%
Armed Forces	0.4%	6.5%	4.0%	2.2%
Other	4.5%	5.2%	5.0%	3.6%
Women				
Working	18.9%	49.3%	67.9%	66.1%
Unemployed	5.8%	8.6%	4.6%	4.0%
In School	65.6%	21.4%	4.9%	4.8%
Armed Forces	0.1%	0.7%	0.6%	0.1%
Other	9.6%	20.0%	22.0%	25.0%

Source: National Longitudinal Survey of Youth and Osterman (forthcoming [a])

Note: The first three columns follow a cohort aged 16-19 in 1979 until they were 25-28 in 1988. The final column represents a different cohort, those aged 29-31 in 1988.

The early years in the labor market for many graduating students are characterized not by an absence of jobs but rather by a "churning" process. High turnover and frequent job change are evident during this period when youth sample different jobs or simply move from one low-skill job to another. The phenomenon of churning represents a characteristic of the youth labor market that has important implications for program design. For example, in their research on achievement tests, Richard Murnane, John Willett, and Frank Levy (1993) found that the economic payoff to performing well on an algebra test appeared six years after graduation—there was no return apparent as early as two years afterwards. This delay in receiving a premium may be attributed to the turbulence in the youth labor market caused by churning; these young workers may have experienced high turnover in a series of low-skill, low-wage jobs with no application for eighth-grade algebra. Among other things, churning explains why transcripts and scholastic

information are rarely used by employers, since these low-skill jobs would not necessitate their use. If most youth jobs share these characteristics, it is not helpful to propose improvements in the transfer of information; as long as youth are employed in these jobs, the availability of academic information becomes a moot point.

The problem facing youth who experience this churning process is more subtle than the simple absence of jobs. What happens when the period of churning has concluded? Evidence suggests that a substantial fraction of this cohort has been unable to "settle down" into quality jobs. In the past, most youth in their late twenties—even if they did not attend college—could expect eventually to obtain stable employment; this is no longer true. This particular difficulty is illustrated in Table 2, which shows that as many as 50 percent of high school youth had not found a steady job by the time they reached their late twenties.

The difficulty that youth face in successfully settling down is exacerbated by changes in the adult or career labor market, in which the most pervasive change has been the rising demand for skills. Increasing premiums for skill are best demonstrated by the growing inequality in wages received by high school and college graduates. However, skill-driven inequality also occurs among people with the same education. When Murnane, Willett, and Levy (1993) compared wage rates for 1972 and 1980 high school graduates six years after graduation with the scores they received on the previously mentioned algebra test, they observed that the premium for having greater math ability increased over time—an indication that the labor market had changed the way in which it rewarded this skill. For example, for male

1972 graduates, scoring six points above average on the test yielded a premium of 46 cents more per hour than the wage received by a student who scored six points below the average; for 1980 graduates, that differential increased to \$1.15 per hour.

In the adult labor market, the emergence of high-performance work systems accounts for much of the increase in demand for higher levels of skill. High-performance work systems are now being adopted across industries, including the service sector, as work organization undergoes significant change. The Commission on the Skills in the American Workforce (1990) found a relatively low rate of use of these work systems, but more recent evidence suggests that approximately 30 percent of firms have now altered their orga-

Table 2
Job Tenure Ages 29-31 in 1988

	All	High School Grad (No College)	High School Drop-out
Men			
In Current Job More Than 2 Years	42.8%	54.8%	27.7%
In Current Job 1-2 Years	15.8%	12.8%	23.0%
In Current Job Less Than 1 Year	37.0%	32.4%	49.3%
Women			
In Current Job More Than 2 Years	31.7%	30.7%	19.4%
In Current Job 1-2 Years	16.6%	14.4%	20.6%
In Current Job Less Than 1 Year	51.7%	54.9%	60.0%

Source: National Longitudinal Survey of Youth and (Murnane 1993)

izations to include these systems (Osterman forthcoming [b]). This trend contributes to the demand and reward for higher levels of skill, primarily because higher-performance work—which utilizes strategies such as teams, quality circles, and job rotation—requires flexible employees with transferable skills.

Since youth labor market churning as well as changes in the adult labor market impact youth apprenticeship design, the location of placements (in either the youth or adult markets) becomes another important consideration. Will youth apprenticeship slots be created in positions in the youth labor market that have no return for skill? Or, will programs place apprentices in the upper-end or adult labor market, which has always had an aversion to hiring youth? If apprentices are placed in an adult labor market on a large scale, employers must overcome their dislike or distrust of young employees.

In summary, for the bulk of youth not bound for college, the problem that public policy must address is not the simple absence of jobs but rather the difficulties these youth face in settling down into quality jobs in the adult labor market—a problem that has been exacerbated by rising skill requirements. If we accept a period of churning as part of the process, many of the ideas regarding improved information systems between schools and employers seem less compelling. In addition, if—in the first few years after high school—most youth find relatively unskilled jobs in the youth labor market, policy makers must ask whether this market can indeed provide quality apprenticeship placements. A great deal of consideration is necessary to ensure that these placements do not simply increase the number of unskilled youth jobs. Alternatively, if the program were to bypass the churning period and place youth directly into adult settings, then it is important to help employers overcome their reluctance to hire youth and the reluctance of the youth themselves to “settle down” at such an early age.

Finally, it may be that apprenticeship proposals are best considered as school reform strategies, in which case these labor market issues become somewhat less compelling.

Program Design and Structure

New program initiatives must be considered in an existing context that is characterized by rather weak efforts to link school and work. For example, according to Thomas Bailey's presentation (see “The School-to-Work Transition Process” on page 14), only 10 percent of students who found employment after high school used school resources to locate those jobs; other survey data show that less than 50 percent of students have even seen a high school counselor—much less have used the resources that schools provide. There currently are no broad-based institutions linking school and work.

To provide the infrastructure necessary for a successful system of youth apprenticeships, policy must clearly delineate program objectives. Apprenticeship programs can be envisioned as having three potential goals:

1. **Youth apprenticeships as a strategy for school reform.** One way to reform schooling is by linking it to work. Making the high school experience more meaningful and compelling encourages students to continue their education. Most importantly, by initiating curricular changes that integrate academic and vocational learning and teach academic subjects in the context of work, schools can provide job-relevant abilities to students and motivation for traditional academic learning. Additional components include encouraging youth to continue their education beyond high school and using work experience to encourage students to make the extra investment.

2. **Youth apprenticeships as a labor market program.** This perspective views youth apprenticeships

as a "jobs program." The focus is to hasten the transition from school to work and to avoid whatever costs are incurred as part of the churning process.

3. Youth apprenticeships as creating institutional structures that link employers and schools.

In this view, the central objective is to establish a community structure that can react effectively to changing needs in the schools and the youth labor market. Apprenticeships provide a forum within which labor market actors (businesses and unions) can work with schools to improve the curriculum and provide jobs. From this perspective, the apprenticeship initiative may be viewed as beginning a process and not simply as establishing a program. This point becomes particularly important because we currently lack information on what constitutes "best practice" or what makes an apprenticeship model effective, and we need to establish a flexible structure that will adjust as each community's experience emerges.

In thinking through these visions, it is clear that—depending on the relative weight given to each—there are different implications for program design. For example, if the primary objective is to motivate academic learning by providing a work-related context, then options such as school-based enterprises are viable and finding job placements to teach usable skills becomes less central. If the initiative is seen primarily as a jobs program, then elements such as a school-based employment service are important and the quality of the job placements becomes central.

In deciding which of these objectives is most plausible it is helpful to draw upon the experience of existing programs. Four current models, which differ in the balance of school and work tasks, inform the design of future programs. The first is cooperative education, which offers part-time jobs in the latter-half of the school day. At present, approx-

mately 8 percent of high school juniors and seniors (450,000) are enrolled in these programs. Career academies, schools-within-schools organized around specific occupations, reach a smaller cohort: 9,000 students through 150 programs. Tech prep, which links schools and community colleges, enrolls 80,000 to 90,000 students. The last example, apprenticeship demonstration models, is the most recent. Roughly 30 demonstration models, involving 5 to 115 students each, have been attempted. (For a more detailed description of these programs, see "School-Based Policies" on page 16.)

Although evaluation results are in short supply, several broad conclusions emerge from the available information:

1. Low-quality work experience does not seem to have employment, wage, or school retention payoffs. This issue is important for "scaling up" apprenticeship programs.
2. Students who find their own after-school jobs through the normal operation of the youth labor market seem to experience positive short-run, post-high school payoffs. However, long-term impacts are unknown and impacts on in-school academic performance are mixed, with some evidence that "excessive" work experience can degrade school performance.
3. While there is no evidence of economic gains from co-op education, career academies, and tech prep, results do indicate that there are positive effects on attitudes, attendance, and drop-out rates for some models. However, it is unknown which program components actually contribute to the positive effects.

Although there is little available data to measure outcomes of the new apprenticeship demonstration programs, the existing evidence does suggest caution. For example, Houston's Project Pro-Tech has experienced mixed results. Only a surprisingly small fraction of high school students

the relatively low entry standards, which suggests that this model would be difficult to implement on a large scale. Furthermore, subsequent termination rates among those who did enter the program were very high. On the other hand, those who continued in the program were more likely than others to remain in grade-level math and science. The program also has experienced difficulty inducing curriculum change in its three participating high schools.

Program Principles

Regardless of the philosophy chosen as a framework for design, certain principles should be considered during the construction of any program. The following questions provide a gauge to test the components of any proposition:

- **Does the program permit mind-changing and avoid tracking?** The current American system, for all its weaknesses, has one major virtue relative to foreign models: young people are able to change their minds, since they are not "locked in" at an early age to a particular school or career path. It is very important to preserve this characteristic, and it is as essential to ensure that new programs are of high quality—particularly to avoid the perception that they serve as "dumping grounds" for "less able" students.
- **Does it link work and schooling in a substantive way?** As already indicated, the choice among the broad program goals will influence the content of program activities. Nonetheless, at the core of all program models should be the linking of school and work. This involves using work experience to motivate academic activities and to transform how academic subjects are taught; using work to motivate continued school attendance; developing more effective bridging mechanisms, such as school-based employment services, between schools and the labor market, and transforming job placements into learning environments.

- **Does it encourage continued schooling beyond high school?** Not all young people should be expected to continue into post-secondary education, and it would be incorrect to make this an absolute criteria for program design. This is particularly true if the apprenticeship effort is seen primarily as a youth jobs effort. However, the earning situation of youth with only a high school degree is deteriorating; every possible effort should be made to encourage young people to seek additional schooling. At the minimum, therefore, these programs should encourage and facilitate further education. This involves assuring that participation in the program does not preclude the option of additional schooling. In a more proactive sense, it involves encouraging post-secondary education by involving four-year and community colleges in actual program activities and by creating mechanisms that ease the transition between different levels of schooling for students.
- **Does it avoid gender discrimination?** Foreign models, which have served as the basis for the U.S. discussion, too often make gender-based distinctions. This dynamic certainly must be avoided.
- **Does it avoid adult displacement?** This issue emerges when youth apprenticeships are discussed in terms of scale and when the location of the apprenticeship position—in the youth or adult labor market—is considered. Publicly sponsored jobs for youth should not result in unemployment for adults.
- **Does it avoid narrow or highly specific training?** Programs should not create systems that subsidize employers to train people in narrowly focused skills.
- **Does it provide quality work placements, not just work experience?** As already noted, work experience programs have not had much success. Although the intensity of the job placements may vary, depending on which of the program objectives is chosen, it is important that the placement be seen as something other than "make-work."

Obtaining Placements

Obtaining an adequate number of quality job placements will be among the most difficult aspects of program design.

A "quality" placement incorporates these two characteristics:

1. Youth engage in work that is worthwhile in the sense of producing meaningful output. Put simply, students are not expected to simply do "make-work," and hence a respect for work is deepened, not diminished.
2. The work is structured so that it provides learning experience, adequate supervision, and instruction.

Most jobs will fall short on one of these two dimensions.

The second criteria—work-based learning—is particularly troublesome. While youth labor market employers are unlikely to offer youth assignments that teach anything beyond the relatively simple skills required for the job, adult labor market employers will be reluctant to divert resources to teaching activities. We know very little about how to successfully attract employers and gain broad private sector participation. Indeed, this is probably the most difficult obstacle facing the expansion of these programs on a large scale.

There appear to be three strategies worth pursuing. The first is simply to build programs that appeal to one of the several motives which have proved successful in past, smaller-scale efforts. These motives include labor shortages in selected industries (such as health care or machine tools) as well as appealing to community citizenship. The second potential strategy would attempt to transform youth labor market jobs—the kind of placements that youth normally procure—into more of a learning experience. Current experiments at some McDonald's franchises offer one example: employees become involved in all aspects of the franchise's functioning, and the result is an increase in quality jobs and a reduction in turnover.

The final strategy considers the problem of obtaining placements in a broad, community-based context, rather

than approaching it on an employer-by-employer basis. This strategy involves developing an ongoing organization among employers and public officials—a partnership that would encompass the objective of school reform as well as job placement. Efforts along these lines, such as the Boston Compact, have had partial success but may experience difficulty when confronted with the twin challenges of entrenched school bureaucracies and economic downturn. Nonetheless, given the difficulty of implementing apprenticeship programs on a large scale, this is an approach worth pursuing.

Certification Credentials and Youth Apprenticeship

Along with youth apprenticeships, there is a great deal of interest in creating skill and training standards for several reasons:

1. Standards may provide the infrastructure for expanding youth and adult training. They can perform this function by ensuring that quality requirements are met and that the skills that are taught are sufficiently general.
2. Standards also can help coordinate training providers and employers by initiating and maintaining their interaction around the creation of standards.
3. Standards provide a forum for schools and providers to interact on curriculum and workplace issues. Through institution building, they create processes within communities for school reform and establish dialogue about curriculum.

While the case for standards is strong, there are dangers inherent in certification that should be considered at the outset.

1. Standards must not simply reify outdated practices and institutionalize yesterday's jobs.
2. It is important to avoid developing occupational barriers in the workplace.

3. It is important to be sure that standards do not lead to exclusionary certification and licensing programs.
4. Finally, since standards are likely to be developed at local levels and by various industry groups, it is important to avoid creating a confusing patchwork of distinct standards.

As with other program elements, we simply lack the experience to be confident that the actual implementation of standards will meet our theoretical expectations. We do not know whether it will be possible to develop standards that meet the objectives outlined above—or whether they will be accepted in the market. Indeed, there is considerable room for skepticism that such an approach can succeed in our large, decentralized labor market. Nonetheless, this is a strategy that offers some promise and may be worth pursuing. One useful approach is to organize standards development around a cluster of occupations and create national, industry, and community boards to maintain consistency.

Research and Development

Given the numerous uncertainties associated with large-scale expansion of the kind of school-to-work transition programs described here, it is important that considerable care be taken to learn lessons as they emerge. This means that resources should be dedicated to documenting experience, evaluating outcomes, and learning from “best practice.” Policy makers need to be sure that considerable care is taken to design an effective strategy for learning the les-

sons which will emerge from the expanded effort. It is also important to provide a mix of formal evaluations and field-based “best practice” research.

Legislative Strategy

Designers of legislation face a choice between two broad strategies. In one model, the new apprenticeship program is loosely defined so that many of the existing efforts—including vocational education, co-op education, tech prep, and career academies—would “fit” with only slight modification. The alternative is to be more prescriptive about the core elements of a program. The former approach has the advantage of building upon programs that are already in place and providing maximum local flexibility. Since we do not have any hard evidence that a “real” apprenticeship model would work, why preclude support for ongoing efforts?

The counter argument is that if the new program initiative simply provides additional support for existing models, we will never know whether undertaking more fundamental efforts makes a greater difference. To make this strategy work, legislation would have to define the new model with precision, clearly indicating which elements are eligible and which are not. Such a strategy would require making hard choices about central program elements. However, under this strategy, drafters would avoid providing a long list of possible program elements, since most existing programs contain enough of these elements to justify funding.

Part II: Youth Employment Policy Seminar Presentations

The preceding recommendations for a national youth apprenticeship program were informed by the "Youth Employment Policy Seminar," sponsored by the National Center on the Educational Quality of the Workforce (EQW) through research Project 25: Youth Employment as a Determinant of Attitudes Toward Work, Education, and Comportment. Project 25 posed several questions on youth employment issues and set out to answer them through this symposium, which brought together policy makers and researchers from a wide range of disciplines. Held on March 3 and 4, 1993, the "Youth Employment Policy Seminar" explored what is currently known and unknown about youth employment and about policies aimed at improving school-to-work transition. These questions served as a foundation for the discussion:

- To what extent do the entry-level jobs that young people obtain serve to expand or constrain their chance of advancement and success?
- How can the links between employers, workers, and schools be improved to provide students with a better understanding of the knowledge, skills, and behavioral standards required in the workplace?
- In what ways might an expanded system of youth apprenticeships, co-ops, and other experiential learning programs contribute to a stronger, more productive, and competitive American workforce?

The conference was designed to address these rather broad questions through five discussion sessions focusing on distinct topics: the demand for youth labor, gains from

working while in school; the transition process; school-based policies; and programs for out-of-school youth. Several of the participants were asked to prepare presentations reviewing the existing body of knowledge on each topic. After each individual presentation, the group collectively identified directions for future policy initiatives and research.

Because youth apprenticeships are at the forefront of current policy discussion, this paper opened with a detailed account of a presentation on youth apprenticeships given by Paul Osterman at an EQW Washington Public Policy Seminar, which drew heavily on information provided by the conference. This section of the paper summarizes each of the five presentations delivered at the seminar: "The Demand for Youth Labor"; "The Payoff to Working While in School"; "School-to-Work Transition"; "School-Based Policies"; and "Programs for Out-of-School Youth."

The Demand for Youth Labor

The first session, "The Demand for Youth Labor," was led by Frank Levy of the Department of Urban Studies at the Massachusetts Institute of Technology and Richard Murnane of Harvard's School of Education. Their presentation assessed the nature of the demand for young workers in the 1980s, attempting to ascertain whether there is evidence that cognitive skills make a difference in wage levels. Two trends characterized the earnings of young males during this decade: a decline in the earnings of those who lacked a college education and the steady increase in inequality

among workers with the same amount of formal education and labor force experience. In the decade from 1979 to 1989, the earnings of 25- to 34-year-old males who graduated from high school but did not go to college declined 15 percent. When compared to the relatively stable earnings of young male college graduates during this decade, the college/high school wage differential grew from 16 percent to 43 percent.

Murnane and Levy hypothesized that income inequality among high school graduates increased because employers screened applicants for employment more selectively by paying greater attention to skill levels. This explanation would hold only if widespread changes in the nature of jobs in the economy had changed. In order to test this hypothesis, Murnane and Levy analyzed data on the importance of elementary math skills to explain the subsequent wages of 23- and 24-year old workers. The data came from two longitudinal surveys of large, nationally representative samples of high school seniors. Each group took a battery of cognitive tests as high school seniors; from these tests, Murnane and Levy explored whether math scores were more important in explaining the 1986 wages of workers who graduated from high school in 1980 than they were in predicting the 1978 wages for 1972 graduates.

Table 3 displays the predicted impacts that differences in math scores had on wages in 1978 and 1986 for males and females with the same background characteristics who did not go to college. In 1978, the difference between a weaker and a stronger understanding of basic mathematics skills is associated with a modest 46 cents-per-hour difference in hourly wages for 24-year-old males. In 1986, however, the same test score differential is associated with a \$1.15-per-hour wage differential. For young women, the pattern is also striking; in 1978, the test score differential correlates with a 74 cents-per-hour wage differential, while in 1986, the wage differential is \$1.42 per hour. For Levy and Murnane, these

figures signal a shift in firms toward rewarding higher skills and perhaps point to a greater number of firms engaging in restructuring than the previously cited 5 percent.

The ramifications of this finding for youth in the labor market go beyond the necessity to take high school math classes—it signifies trends in demand for skill. It also identifies where the rewards are found: the loss of low-skill, relatively high-wage jobs in the 1980s has resulted in competition in the service sector, where skills matter more. Clearly, there has been a shift in demand away from occupations that have traditionally employed students with high school diplomas; a more indirect conclusion is that workplace organization may be changing at a quicker pace than was assumed, and that these changes will affect the nature of demands for skill. Murnane and Levy offered pragmatic recommendations that send a clear message to high school students, whether or not they intend to pursue post-secondary education: (1) graduation from high school and attainment of post-secondary education are extremely important; and (2) while in high school, students should take academic courses that serve as gateways to the technical fields or to post-secondary education.

Can policy intervene during difficult school-to-work transitions to facilitate the match between applicant and occupation? Murnane and Levy found that although cognitive skills of high school graduates do not impact their earnings as early as two years after graduation, they eventually matter—four years later. Also, these skills mattered more during the 1980s than they did only eight years earlier. Murnane and Levy developed two hypotheses from these findings that could affect policy-making decisions: (1) young students who see that the skills of older siblings do not impact their wages may perceive a disincentive to learn cognitive skills while in school; (2) to remedy this situation, it may be desirable to develop initiatives that attempt to connect more closely school and work experience, thereby

Early Wage Rates (in 1988 Dollars) 6 Years after High School Graduation Compared to Scores from a Basic Mathematics Test

Math Score	Males			Females		
	Average	6 points below average	6 points above average	Average	6 points below average	6 points above average
Year of High School Graduation/Year Wages Measured						
1972/1978	\$9.49	\$9.26	\$9.72	\$6.82	\$6.46	\$7.20
1980/1986	\$7.92	\$7.37	\$8.52	\$6.55	\$5.88	\$7.30

Source: Murnane, Willett, and Levy 1993.

increasing the links between cognitive skills and early wages and potentially increasing incentives for students to work hard while in school.

The Gains from Working While in School

David Stern of the University of California at Berkeley and the Centre for Educational Research and Innovation, OECD, examined the benefits and costs of working while in school. He was asked to determine the gains to working while in school—both after school and during the summer—and whether different types of work experience have differential returns. Stern reported that the proportion of high school students who hold paying jobs during the school year has been increasing since the late 1940s, particularly for females. Work experience may add to students' knowledge and skill, but it also may interfere with educational attainment, detracting from long-term earnings and occupational status. If this trade-off does exist, Stern asked whether it may be possible to mitigate it through programs such as cooperative education and youth apprenticeships.

Stern indicated that all studies investigating this issue find a positive association between the amount of high school work experience and employment or earnings a few years later. However, most studies also show that students who spend many hours per week working show inferior school performance. They put less time into homework, get lower grades or test scores, are more likely to drop out, and express less positive attitudes and aspirations about school. He quoted Greenberger and Steinberg, who say: "Working in high school may make students economically richer, but psychologically poorer" (1986). On the other hand, most studies find a positive association between school performance and working a moderate amount of hours while in school, including better grades and lower drop-out rates.

Stern finished his presentation by exploring the role of public policy in mitigating the trade-offs of working while in school: the positive economic consequences versus the negative effects on school performance. The terms of this trade-off, according to Stern, might be improved by relating students' jobs to their course work, so that work and school

reinforce each other instead of competing with or undermining one another. Several programs that attempt to connect work and school already exist, but evaluation of these programs has not been extensive. Youth apprenticeships, which at the moment represent the most direct attempt to link work and the classroom, are too recent to offer compelling results. Career academies also make the link, but related work constitutes only one element of these programs, which also include school-within-school formats and combined academic/vocational curricula. School-based enterprises exist in 19 percent of U.S. high schools and usually provide unpaid work related to students' courses, but they have never been systematically assessed.

Cooperative education, which relates wage-earning, off-campus jobs to students' courses, has undergone some evaluation. Although the reviews are mixed, co-op programs offer a unique opportunity for linking work with the classroom. They provide supervised training in the workplace and a collaboration between employers and schools in evaluating student performance. In a classic co-op program, teachers place students in jobs directly related to what is taught in the classroom. Yet despite this obvious linking, co-op programs have not consistently been found to give their students advantages in the labor market.

A study by Herrnstadt, Horowitz, and Sum (1979) compared male high school seniors in various programs and found that co-op students had more positive perceptions of their senior-year jobs and the relationship between school and work. However, 17 to 21 months after graduation they did not show higher rates of labor force participation, employment, or wages. Stern mentioned that cooperative education may not have a labor market payoff because the knowledge and skill obtained from one employer through these programs may not be recognized by another. Stern and Stevens (1992), using Colorado UI data, found that co-

op students who continued working for their co-op employer did obtain higher earnings, but other co-op students did not.

The School-to-Work Transition Process

Thomas Bailey, a professor at Columbia University's Teacher's College, followed Dr. Stern with a presentation on a school-to-work transition, reviewing both its concept and its present implementation. He first identified three problematic assumptions about the school-to-work concept:

1. The term implies a one-time transition, while many students and workers experience alternate spells of work and learning.
2. The term also suggests a separation between school and work, rather than stressing increasing the integration of the two.
3. Current thinking focuses attention on moving people from one set of institutions (schools) to another (workplaces), rather than on the problems within those institutions.

The term "school-to-work" also has taken on a much broader meaning and includes programs whose strategies are not strictly "school-to-work": tech prep programs, which move students from school to school; integrated academic and vocational education programs, which require pedagogical reform; apprenticeship programs, which represent a broad educational reform strategy but which also are designed to lead to further education in some cases; and work-to-work transition employment boards, which include a strong element of retraining.

Given the range of definitions for school-to-work transition programs and their applications, Bailey provided guidelines for conceptualizing the transition more narrowly. He suggested defining the school-to-work problem for students not bound for college as the "wasted time" between the end of school and long-term, stable employment. Many analysts

have suggested that employers perceive youth to be irresponsible and immature; as a result, many employers make it their policy not to hire anyone below the age of 25 (Lester 1954; Osterman 1980; Rosenbaum 1989). Due to the lapse in time between school and permanent employment, it is harder to assess employees' academic skills; in this scenario, academic achievement becomes less important and further exacerbates the lack of incentive for increasing academic employment.

Bailey also stressed the importance of access to information and signaling in the school-to-work transition process. Much discussion centers around information about student abilities, employer needs, and skill requirements. But would the problem be solved simply by providing new and different types of information to students, schools, and employers? Bailey feels that this is not the only solution, but that generating new types of information could be an effective part of a broader strategy that includes education and work reform. In terms of signaling, on the other hand, there is a variety of information suggesting that youth not bound for college have little incentive to work hard or get good grades in school. Even the effect of cognitive skills is ambiguous for young workers, and grades do not lead to higher earnings. There is no strong relationship between employment outcomes and behavior information from schools; employers don't believe that behavior in school predicts behavior at work, and they do not trust grades or credentials from some vocational programs.

Bailey followed this discussion with an exploration of the communication between schools and businesses. Although many argue that there is a significant lack of communication, the question that should be addressed is whether improved communication would confront the school-to-work problem. Bailey does not believe that improvement in this area will solve the problem for the following reasons:

- There is a risk that schools will be blamed and that employers will be tempted to dictate school reform (Timpane 1984; Philippi 1989).
- It is not clear whether employers are able to articulate which skills they seek in employees—they give lip service to academic skills, say they hire based on comportment, and then fail to utilize information about comportment in the decision-making process.

Intermediary organizations, which could facilitate information exchange between schools and businesses, are designed to help students or high school graduates move into the workforce. They usually serve four functions:

- to provide information and guidance to the students about what occupations are available and what skills and competencies they would need for those occupations;
- to provide information about job openings;
- to develop contacts with local employers, thus establishing (at least theoretically) a link to the workplace;
- to substitute for the social networks that previously provided information about jobs and skills.

School guidance counselors, however, play a very small role in this mediation; some researchers argue that counselors often do not provide information about available jobs, job searching, or how to interact with employers (Rosenbaum 1976; Dunham 1980). They have little contact with firms and rarely know the outcomes of student job searches. If schools are ineffective in this area, other institutions designed to ease the transition have not had great success either. Bailey mentioned three programs that attempt to do this. Two have had little success—the U.S. Employment Service and New York Working—and one, Jobs for America's Graduates, has performed slightly better.

Bailey also addressed certification systems and their role in school-to-work transition. The development of standards

and certification is one of the central issues in the current discussion of educational reform. In a general sense, certification is designed to give incentives to students to work hard; give incentives for schools to innovate and improve; give students a portable credential recognized throughout the country; and help reassure employers that young employees possess mature skills. Representing outcome-based systems, assessments and certification would be reliable indicators of what a student knows or can do, rather than a guarantee that a student has taken a particular set of courses or has spent a set amount of time in an educational institution. Considerations include: covering the breadth of skills and the scope of the occupations for which skills are certified; establishing a set of exams or assessments for general academic education before students enter specific technical programs or post-secondary institutions; relating credentialing to broader educational reform; changing the way production is carried out; and establishing new relationships between schools and workplaces.

Although information alone would not solve the problem, Bailey sees the development of stronger relationships between employers and schools as the primary answer. Such networking is difficult in the United States because an institutional infrastructure that would link employers and schools does not already exist. In addition, voluntary employer participation would be tenuous. However, producing new standards, helping students find work, and improving available information are all possible within the framework of establishing institutional relationships between schools and employers.

School-Based Policies

Richard Kazis of Jobs for the Future contributed a review of school-based policies that create links between schools and employers. Using a range of programs as examples — cooperative education, tech prep, "High Schools That

Work," career academies, school-to-apprenticeship demonstrations, and youth apprenticeship — Kazis focused on the following:

- descriptions of these emerging models, with particular emphasis on the points of commonality and difference;
- review of research on the effectiveness and outcomes of the models;
- key issues about school involvement in these efforts; and
- key issues about employer involvement in these efforts.

Kazis began by expressing the importance of school-and-work programs that involve three types of integration: academic and vocational learning in school; school-based and work-based learning experiences; and secondary and post-secondary learning opportunities. Programs that move in this direction, Kazis said, have a better chance of raising skill levels, connecting young people to jobs, and opening doors to post-secondary education. In general, Kazis found little research on all the models and reported finding limited evidence of economic impacts. Most programs were too young to assess fully; those with more experience had no data; and other programs experienced mixed impacts on wages, employment, and labor force participation.

However, Kazis did mention three areas in which these programs could point to clear, positive impacts: improvement in behavior, in performance and persistence issues (as gateways to post-secondary education), and in connections to jobs. Similarly, students involved in some of the programs that have been evaluated showed an improvement in attitudes toward work and school, had better attendance rates, and perceived a greater connection between school and work.

Cooperative education programs represent the largest of the school-based efforts, reaching over 450,000 juniors and seniors annually. These programs place vocational educa-

tion students primarily in business and marketing industries. Key elements of the program include little change in the curriculum, although some programs provide a class to reflect on work experiences for schools, and job placement (10-15 hours) in the field of occupational choice for work. Cooperative education creates the following linkages: support and quality control; a co-op coordinator who visits sites; written agreements between employers, students, and schools; and employer evaluation of students. Based on a consensus of several longitudinal surveys (a one-city 1979 study; a 1976 federal study; National Longitudinal Survey of Youth; National Longitudinal Survey, Class of 1972; and High School and Beyond), Kazis reported the following research findings on cooperative education:

- Co-op students tend to be more positive about school—attendance and satisfaction with school are higher for these students.
- Co-op students perceive a stronger connection between school and work.
- There is no evidence of economic outcomes in terms of labor force participation, employment, and wages.
- The quality of jobs procured by co-op students tend to be higher than those taken by non-co-op students—they tend to be placed in positions in which they learn new things, use reading and writing on the job, have contact with adults, perform meaningful work, and have a job related to their desired career.

A 1990 survey of tech prep efforts in the United States identified 122 programs in 33 states; proponents claim there are approximately 80,000 to 90,000 participants. In these programs, vocational education students seek training for technician-level occupations in which A.A. or post-secondary certificates are needed or preferred. Career areas usually include health, auto repair, electronics, business, and engineering technicians. In most cases, tech prep represents a "school-to-school" transition program, which incor-

porates applied academics (math, physics, communications) at the secondary level and promotes articulation agreements between secondary schools and post-secondary institutions to avoid redundancy in curriculum. Although there is generally no real work component in this model, there have been efforts to include it in some local programs such as Boston's Project Pro-Tech. Tech prep does create linkages with employers because it asks them to serve an advisory function. Very little is available on tech prep in terms of research findings.

Sponsored by the Southern Regional Education Board, "High Schools That Work" differs from most programs in that it incorporates the ideas of tech prep with an emphasis on changes in high school curriculum. In 1992, "High Schools That Work" operated in 19 states at 100 sites, targeting non-college track vocational and general education students. The program aims to affect significant change in high school curricula: setting higher expectations in academic and vocational classes; offering new and revised courses with an emphasis on communications, math, and science competencies; and having an applied academic focus. For staff development, materials and time are set aside to encourage academic and vocational teacher interaction. There are also efforts to orient the student as a worker and to provide guidance, counseling, and academic support. There are no work components in this program. Research findings are derived from a study of eight sites with the greatest gains in achievement on the National Assessment of Educational Progress (NAEP) for 1988 through 1990. The study reported an increase in the percentage of vocational completers at these high schools who:

- improved on NAEP reading (89 percent closure in the gap), math (36 percent closure), and science (75 percent closure) scores;
- completed at least three years of math or science;
- enrolled in math courses during their senior year;

- felt there was less course content repetition;
- felt vocational teachers stressed reading and writing;
- received help from a math teacher.

There was no evidence of economic outcomes. The difficulty, however, is that this evidence is based upon the best performing sites and may not accurately reflect the program as a whole.

School-based enterprises offer students jobs, but they do so within the schools. They involve students in a broad range of community-oriented products and services, including home construction, child care, and retail goods. These programs tend to be run by vocational students and are more common in rural communities. Schools sponsor activities during which students produce goods and services for the community. Curricular integration and an "all aspects of the industry" focus constitute the academic component of the program, which also provides students with active learning and entrepreneurial training. There is no linkage with outside employers, except in advisory capacities. Although systematic, objective studies of outcomes are unavailable, some comparisons have been made between students who participate in school-based enterprises and those who hold youth labor market jobs outside of school. The comparison shows that school-based enterprise students are highly motivated to learn and report having better overall experiences relative to students who hold jobs outside of school.

There are three distinct networks of career academies, which are schools-within-schools covering a broad range of more than 20 career fields. Some of these fields are: finance, travel and tourism, health, public service, transportation, electronics, construction, education, graphic arts, and communications. The Philadelphia High School Academics Project runs 25 academies in 16 high schools, with a total of 2000 enrolled students. There are approximately 50 California Academies statewide. The National Academies Foundation, which operates in many states, coordinates 75

programs and 4100 students. All of these programs target at-risk youth in grades 10 through 12. Since career academies are schools-within-schools, they are able to determine their own curricular strategies—which include block scheduling, team teaching, an integration of academic and vocational learning, and organization by occupational themes. Students experience job shadowing in their early years, mentoring in the junior year, and paid summer work in the summer after junior year that often continues as part-time employment during the senior year. No explicit linkages exist between jobs and classes. Employers do serve, however, on steering committees, act as mentors, and provide teachers with summer jobs in industry. Studies have been performed of the California, Philadelphia, and New York City career academies, but they did not determine which program components make a positive difference in student performance. The study of California's career academies (Stern, Raby, and Dayton 1992) did find, however, that career academies graduated a larger percentage of students, that a greater percentage of students found jobs through school and felt the jobs were related to the school program, and that career academy students were just as likely to continue into post-secondary programs as a comparison group. After 15 months, a follow-up study of California's two original academies found that 62 percent of one class and 47 percent of the other class were enrolled in post-secondary institutions. Fifty-one percent and 34 percent, respectively, were employed. The academies provide drop-out prevention without a watered-down curriculum.

School-to-apprenticeship demonstration programs consisted of eight federally funded projects operating in the late 1970s. Four programs—in Cleveland, Nashville, Houston, and New Orleans—were funded by the Bureau of Apprenticeship Training (BAT) and targeted vocational education students. The remaining four—in Iowa, New Jersey, Rhode Island, and Illinois—were funded by the Office of Youth

Programs and targeted minorities, females, and the economically disadvantaged. Apprenticeship demonstration programs covered industries that were both traditional and non-traditional apprenticeable trades: building and construction, electronics, machine trades, auto repair, drafting, sheet metal, and floral design. Twelfth-graders in cooperative education programs were eligible and spent half-days in school and half-days in work. No change in school curriculum occurred, and students were paid for their work based on a progressive pay scale. These programs formed the following linkages: students formally registered as apprentices with employers, schools, and government; and a career placement coordinator or co-op instructor served as a personal link. Six of eight demonstration programs were discontinued after federal money disappeared because there was no local investment in the programs; the employers were given wage subsidies with federal dollars and lost interest when the subsidies ended; and there were conflicts with other vocational education programs over students, resources, and job placements. A 1980 CSR Incorporated study of post-high school interviews with former student apprentices found higher levels of job satisfaction in current or most recent employment, more "occupational stability," a higher performance level (as rated by employers), and no significant wage impacts.

The concept of youth apprenticeships is a fairly new effort to improve the school-to-work transition for youth. These programs differ from the others because they include school, job, and system reform—and in that sense represent an ideal model. More than 30 demonstration projects have been initiated in industries such as allied health, manufacturing (particularly metalworking), electronics, printing, and finance. Programs usually target technician level jobs in industries where training requirements dictate more than a high school degree. The programs are designed to serve general and vocational track students, but many of these

demonstrations have not developed access strategies for students with special needs. Programs begin in the eleventh grade and usually include an integration of academic and vocational learning, team teaching, block scheduling, a post-secondary program linkage (usually an articulation with community colleges), and academic courses which incorporate and use lessons from work. Students engage in paid work based on a progressive wage schedule and in employer-guided learning and mentoring at work. The best of these programs forge the following linkages: teachers and employer supervisors meet to design curriculum; teachers spend time at the worksite both during the school year and summer; and all abide by a training agreement specifying roles and responsibilities. No extensive research has been performed on the outcomes of these programs. However, Jobs for the Future evaluated the first year of Project Pro-Tech in Boston. They found:

- a higher percentage of students continued in grade-level math (85 percent, compared to the non-Pro-Tech group's 61 percent);
- a higher percentage continued to study science (94 percent versus 52 percent);
- the average GPA dropped slightly, due to the increased difficulty of courses;
- 40 percent quit or were terminated in the first year, due largely to enrolling many students who did not meet the entry requirements;
- the quality of the job assigned to a student accounted for the significant variation in profiles of those who were terminated and those who continued.

Little rigorous research has been done on these models, and it is too early to determine whether they will have significant economic impacts on wages, employment, and labor force participation rates. They do appear to have had general impact, however, in non-economic areas:

- attitudes toward work and school improve;

attendance usually rises;

- there is usually an increase in the perception of a connection between school and work;
- persistence in college-track math and science courses rises; and
- the quality of job placements tend to be better than those of non-program youth.

These general results cut across programs that are school-only, offer primarily work experience, and try to integrate and reform the two institutions.

For apprenticeships to work, both schools and employers need to be genuinely involved. Kazis gave the following recommendations to expand school interactions and involvement with employers:

- require staff to have specific assignments (e.g., co-op coordinator, job developer);
- ensure that there is a sufficient number of students involved in the program to make curricular reform worthwhile;
- provide teachers with summer jobs in industry;
- give teachers development time to plan and to practice integrating academic and vocational as well as school and work learning; and
- foster more than just an articulation between secondary and post-secondary institutions.

To encourage the involvement of employers with schools (beyond business education partnerships), it may be useful to stress the benefits that will accrue to them beyond simply fulfilling their community responsibilities:

- satisfying the short-term need for workers;
- decreasing turnover in entry-level positions;
- signaling, through economic development strategies, that local employers care about skill levels; and
- providing training for front-line workers and supervisors in the skills that employers want most—

teamwork, mentoring, clarity of expectations and instructions, motivation, and productivity.

Programs for Out-of-School and Disadvantaged Youth

Fred Doolittle and Robert Ivry of the Manpower Demonstration Research Corporation (MDRC) were asked to focus on programs for disadvantaged youth who are no longer enrolled in school. The goals of this presentation were to provide background on the research findings for disadvantaged youth and out-of-school youth and to extract from the research possible implications for future inquiry and policy. They began by mentioning that overall results from past studies are generally discouraging, although new information is now available from MDRC's JOBSTART demonstration (a test of education, training, job placement assistance, and support services), which offers insights into program improvement. While education and training programs for at-risk youth often lead to improvement in "in-program" outcomes and educational attainment, they have rarely led to long-term improvements in employment and earnings for all youth served. However, behind the aggregate results, there are differences among subgroups and sites. The next step is to investigate why those differences occur and identify the program elements that foster them.

Discussing programs for at-risk or out-of-school youth, Ivry and Doolittle provided a framework in which to consider program impacts. Figure 2 illustrates the type of investment implicit in many youth programs, particularly second-chance programs for out-of-school youth. They called attention to the following assumptions which serve as foundations for the paradigm: the earnings of similar youth not in the program (represented by the control group) do rise over time to reflect growing work experience; the initial period of participation in program services implies an opportunity cost of foregone earnings for youth; there is a peri-

and during which people in the program are expected to catch up to their counterparts; and there is a period of payoff, when enhanced skills are expected to produce gains. In a program successful from the participant's perspective, the initial opportunity cost is smaller than the later payoff. In a

program successful from a social perspective, the costs of resources to provide added services are less than the benefits it produces—or the distribution goals of the program outweigh any loss.

Figure 2
A Theoretical View of the Payoff of a Personal Investment in Education and Training

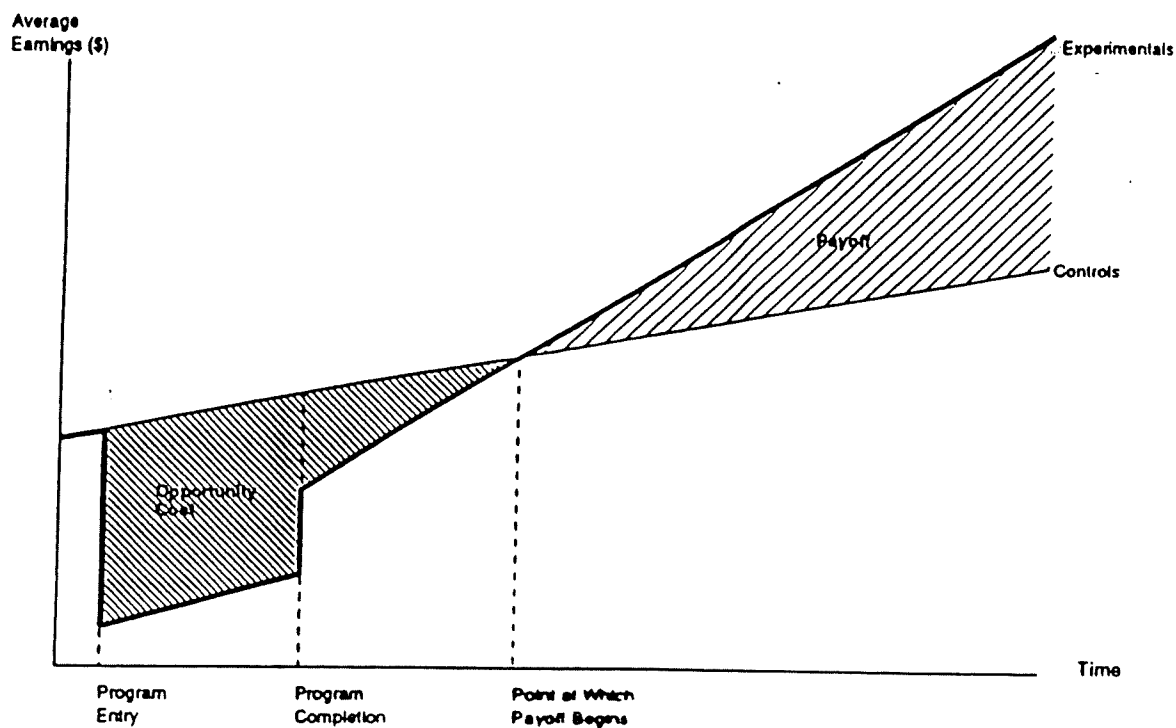


Table 4 (in-school programs for disadvantaged youth) and Table 5 (programs for out-of-school youth) both contain summaries of studies on respective programs. Overall, the results have been discouraging, since few programs have marked and enduring effects. With the exception of Job Corps, second-chance education and training programs have not been effective over the long term, although the results are slightly more encouraging for young women than young men.

Doolittle and Ivry continued by saying that it may appear as though "nothing works," but that is not the case. Instead, they explained that the problems are caused by large initial

losses and smaller-than-expected subsequent gains for some groups. The findings do indicate three strategies that may help to improve youth employment programs:

- target outreach to ensure that those youth who would benefit most from the impacts of the program are included;
- lessen the initial opportunity costs of participation; and
- attempt to boost the long-term payoffs.

Table 6 lists suggestions to these three approaches for improving program impacts.

Table 4
Summary of Studies of In-School Programs for Disadvantaged Youth

Program	Target Group	Program Services	Evaluation Findings
Summer Training and Education Program (STEP)	14 -to 15-year-olds, low-achievement students who are JTPA eligible.	Spans two summers and offers work experience, remediation, and life skills training.	In-program impacts on basic knowledge of contraception, but not longer-term impacts on educational attainment, earnings, parenting, or welfare receipt.
Youth Incentive Entitlement Pilot Projects (YIEPP)	16- to 19-year olds, low-income youth without a high school diploma	Guaranteed minimum wage job part-time in school year and full-time in summer, if in school and meet job and school standards.	Generally successful implementation of job guarantee; elimination of black/white differences in employment and significant increases in earnings during program operations; and evidence of continued earnings gains in short post-program follow-up.

Table 5
Summary of Studies of Programs for Out-of-School Youth

Strategy	Example	Services	Evaluation Findings
Job Placement Assistance	70001	Job prep workshops, job search assistance, stress GED completion.	Initial impacts on employment and earnings which soon disappear.
Work Experience	Supported Work	Work experience with peer support, graduated stress, and close supervision.	In-program impacts on employment, earnings, and welfare, but no long-term impacts.
"Brokered" Programs for Young Mothers	Project Redirection	Mentoring and support services; education, work readiness, and life skills for 14 - to 17-year-old mothers.	In-program effects on participation in education and employment, which disappear by the two-year mark; at five years, small impacts on earnings, and larger impacts on welfare receipt and child outcomes.
Education Plus Training	Job Corps	Residential program with education, training, work experience, financial support, support services, and job placement assistance.	Impacts through four years of follow-up on employment, earnings, GED receipt, and crime and positive benefit-cost ratio.
	JOBSTART	Non-residential program with education, training, limited support services, and job placement assistance.	Modest impacts; leads to increased participation in education and training; large impact on GED receipt; largest impacts from CET program (largest and among the least inexpensive).
Broad Array of Services	JTPA	Training, education, job search assistance, on-the-job training, work readiness, and many variations.	Results moderately positive for adults, but short-term results for youth not yet positive in terms of earnings impacts; for OJT and other services, negative impacts confined to males with a prior arrest.

Targeting Outreach

Include within outreach efforts those for whom impacts are likely to be greatest.

Work to include youth with many barriers to employment, but monitor closely the morale and motivation of participants and staff to get the right balance of easy winners and tougher cases; exclusive focus on youth with many barriers to employment will complicate program operations.

Lessening Opportunity
Costs of Participation

Low-intensity, short-duration services are not promising, based on job search studies.

To improve participation: offer paid work experience, which is promising in combination with other services; and offer stipends, which currently are not permitted in JTPA programs.

Concentrate program participation in an intense period; this makes for full days and calls for serious investment of time and effort and may increase the need for support services.

Encourage youth to combine work and program participation, which calls for flexibility in scheduling.

Providing More Long-Term Payoffs

Strengthen the link between education, training, and the labor market through careful selection of training options and efforts to gain exposure to work.

Provide real opportunities for growth in life skills by recognizing young people's need to make contributions and chances for recognition; opportunities for leadership in the program design; and encouragement to improve interpersonal skills.

Increase completion of program activities.

Emphasize the GED as a vehicle for earnings impacts, particularly since it opens doors for further education and training.

Strengthen job placements.

Initiate continuing services after initial placement to help youth make later transitions into stable employment and better jobs.

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