

20 states

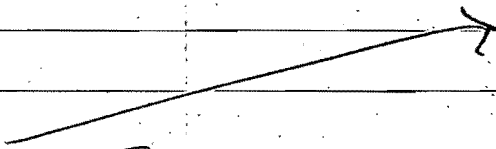
In DC

Way to honor people in states

- Nat. Awards Ceremony
1000 people

←
Fund raising

Between Nov & June
Reopening school
Beginning of new FY
Implement. process



JAG → Bd. at ceremony



Jobs for America's Graduates, Inc.

NOV 1993

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State of Maine

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Governor
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Mr. Raul Yzaguirre
President
National Council of La Raza

LEGAL COUNSEL

Mr. Stanton D. Anderson
Anderson, Hibey, Nauheim & Blair

November 3, 1993

Carol Rasco
Assistant to the President for Domestic Policy
Old Executive Office Building
17th Street & Pennsylvania Ave., N.W.
Washington, DC 20500

Dear Carol:

This will follow up the conversation that you, Governor McKernan and I had regarding our hope that the president might be willing to do a one-minute introduction to our national video.

The video is used to describe the success of our program to governors, state legislators, key state school officers, state level business leaders, educators as well as young people and their parents. Several thousand people view the video each year.

Our hope, of course, is to help persuade decisionmakers that the success of Jobs for America's Graduates in serving at-risk and disadvantaged young people demonstrates the value of a school-to-work transition system.

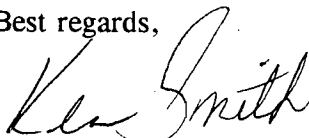
We are enclosing a suggested draft of the kind of opening statement that we feel would be most appropriate to the president's own commitment to school-to-work transition, and to the specific success of JAG. We would be delighted, of course, with whatever remarks he would like to make.

We appreciate the great honor of having the president introduce our video. We will take great care to only show the video to select audiences.

Please let us know what else we can do to provide adequate information in regard to this request.

Thank you for all your help.

Best regards,


Kenneth M. Smith
President

Enclosures

cc: John R. McKernan, Jr.
Governor, State of Maine
Chairman, JAG Board of Directors

kms566.93j6.3

November 12, 1993

TO: Carol H. Rasco
FROM: Bill Galston
SUBJ: Gov. McKernan/Jobs for America's Graduates

Attached you will find my redraft of the President's proposed remarks. As you'll see, I've toned down the advertising for JAG and emphasized instead the administration's broader education and training agenda. Nonetheless, they should be satisfied. (I went through a similar editing process for the letter of presidential support they received earlier this year, and they didn't mind at all.)

Disc

12-6 JAG

OFFICE OF DOMESTIC POLICY

THE WHITE HOUSE

NOV 5 1993

FROM THE OFFICE OF: **CAROL H. RASCO**
ASSISTANT TO THE PRESIDENT
FOR DOMESTIC POLICY

TO: Galston _____

DRAFT RESPONSE FOR CHR BY: _____

PLEASE REPLY (COPY TO CHR): _____

PLEASE ADVISE BY: 11/12/93 _____

LET'S DISCUSS: _____

FOR YOUR INFORMATION: _____

REPLY USING FORM CODE: _____

FILE: _____

RETURN ORIGINAL TO CHR: _____

SCHEDULE: _____

REMARKS:

Thanks!

**DRAFT REMARKS
FOR
PRESIDENT CLINTON**

Introduction to Jobs for America's Graduates Video

Our School-to-Work Opportunities Act establishes, for the first time, a federal priority and commitment to assist the states in the creation of statewide school-to-work transition programs. The simple fact is we must assure that all of our young people have the skills they need to find and keep good jobs upon leaving school.

Certainly no population of America's young people is in more urgent need of special assistance than those who are at-risk and disadvantaged. The good news is that there is compelling evidence that we can, in fact, make a decisive difference in the graduation and employment rates of these at-risk and disadvantaged youth through effective school-to-work transition programs.

That is why it is my special pleasure to introduce this video on the work of Jobs for America's Graduates (JAG). JAG has demonstrated that we can achieve our national goal of a 90 percent graduation/GED rate today—even for some of our most at-risk and disadvantaged youth. The program also demonstrates, with convincing success, that dramatic improvements in employment among these at-risk and disadvantaged young people can be achieved.

I urge you to thoughtfully consider this program's outstanding 14-year track record of success as you begin planning for the establishment of an effective school-to-work transition program for your state.

I believe that the future economic security of millions of America's young people depends on our ability to rapidly spread the success of programs like Jobs for America's Graduates to all of our states.

THE WHITE HOUSE
WASHINGTON

Roz
1/14/94
KAW
Get what you
need - then fold
back to me.
for
follow
up.

Carol -

As you requested I spoke with Bill about any background that may help scheduling on this request. Bill's answer was that he gave everything he had to you for your speech material. Please check @ home for this file - perhaps we can come up with something.

Roz

P.S. Note that Scheduling is anxious to have this info. JAG's deadline in February.

SCHEDULE PROPOSAL

Date: 12/8/93

ACCEPT

REGRET

PENDING

TO: Ricki Seidman
Assistant to the President and Director
of Scheduling and Advance

FROM: Carol H. Rasco, Assistant to President for
Domestic Policy *CHR*

REQUEST: Introduction - Jobs for America's Graduates Video

PURPOSE: The video is used to describe the success of the
program to governors, state legislators, key state
school officers, state level business leaders,
educators as well as young people and their parents.

BACKGROUND: At Governor McKernan's request, I spoke to this group
earlier this fall and was asked at that time to expect
this request.

PREVIOUS
PARTICIPATION: None

DATE AND TIME: ASAP

DURATION: One-minute

LOCATION: To be determined by Communications.

PARTICIPANTS: n/a

OUTLINE OF EVENTS: n/a

REMARKS REQUIRED: I suggest that the President take this opportunity to
emphasize the Administration's education and training
agenda. A draft of proposed remarks is attached.

MEDIA: None.

FIRST LADY'S
ATTENDANCE: No.

VICE PRESIDENT'S
ATTENDANCE: No

SECOND LADY'S
ATTENDANCE: No

RECOMMENDED BY: Carol Rasco

CONTACT: Carol Rasco - x2216

Draft Remarks for the President
Introduction to Jobs for America's Graduates Video

In the new global economy, the prime source of wealth for individuals and nations is no longer natural resources or routine assembly-lines. Rather, it is trained and educated minds. That is why we must assure that all our young people have the skills they need to find and keep good jobs. And that is why my administration's School-to-Work Opportunities Act would establish, for the first time, a national commitment to assist states in the creation of high-quality school-to-work transition programs.

The good news is that if we're smart about it, we can do this even for the most disadvantaged youth in our society. That is why it is my special pleasure to introduce this video on Jobs for America's Graduates. This program has demonstrated that we can reach our national goal of a 90 percent graduation/GED rate today--even for some of our most hard-pressed young people--and that we can help them achieve improved employment prospects as well.

Security and opportunity for millions of young Americans depend on spreading programs such as this to all of our states. That's why I've made school-to-work transitions programs such a high priority. I hope you will too.

Maine - Nostalgia

Age 12

Mid/Hampie word of day Lobster
blueberries

showed me love of learning

showed me love, I believed in me

1st prof. visit Children

young children - you led the way

~~2nd~~ visit to
white
house

S to W - again you led

NSA Human Resources Comm.

And now, adding T & P - you led again
you led also because of the

many partnerships you're
building, the strengths

you take for one prog.
to another as you build -
like the work you've done

with ~~the~~ SMG & MYP

You know all the reasons your prog is
needed -

We've devalued students not going
to college, relegated them their ed
to lower class

S to W prin.

core elements

What it's really all about

Don

The large man / woman no teeth - pieces
one now / one last yr
Management upon grad
Last yrs Pres. - a promotion

Look it up

What child's sense are you thinking about?

We did our best

PUTTING THE LESSONS TO WORK

A. *Guiding Principles*

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

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

Putting the Lessons to Work: Guiding Principles

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

B. Core Elements

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

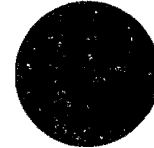
- **Quality work-based learning experiences** where students do more than just mark time: they learn real, functional and sustainable skills.
- **Redesigned school curricula** to ensure that learning in the worksite is coordinated with learning in the school.
- **Governance mechanisms** that will ensure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



UNITED STATES DEPARTMENT OF EDUCATION
OFFICE OF THE SECRETARY

1-800-Skypage
8625546

FAX TRANSMITTAL



TO: Carol Rocco

ORGANIZATION: White House

PHONE NUMBER: _____

FAX NUMBER: _____

FROM: Mike Cohen 401-3385 (o)

PHONE NUMBER: _____ P6/b(6) _____ h)

FAX NUMBER: 401-0596

MESSAGE: _____

Maryanne

David } 617-491-4857 Harvard

Rearn } 203-325-6232 (office at Stanford, Conn.)

↳ your staff has interviewed Mike

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2 PAGE(S) TO FOLLOW

NOTE TO CAROL RASCO

Thanks for your willingness to help me out with David Kearns and the New American Schools Development Corporation. Here is the background you requested:

1. What is NASDC?

NASDC is a private, non-profit corporation formed in 1990 by business leaders in cooperation with the Bush Administration. It's purpose is to support the R&D to create designs for break-the-mold schools, schools for the 21st century. To accomplish this, NASDC is funding 11 design teams (see attached list) through a design, development, field testing process, all intended to result in nationwide implementation.

NASDC has been perceived as a creature of the Bush Administration. It's fundraising efforts stalled about 6 months before the election, and remained stalled until the President spoke positively about NASDC at a Blue-Ribbon Schools Ceremony this past Spring. They picked up immediately thereafter; with the Annenberg funds, NASDC will be on pretty solid funding grounds for the next several years.

2. Why should the Administration care about NASDC?

As you know, Walter Annenberg is about to provide somewhere between \$500 and \$750 million for a package of education reform related activities, including NASDC. The bulk of the funds will go to Ted Sizer at Brown. This is more money than will be available for Goals 2000 over the next 3-4 years. We need these funds to be used in a way that supports and is integrated with our efforts; we certainly don't want them spent in ways that are inconsistent with or undermine the Administration's efforts.

One way to accomplish this is to arrange for some kind of coordinating mechanism between the major reform players involved with these funds and the Administration. Another is to have someone with the Administration's interest and perspective at heart involved as a significant player. Both strategies should be pursued. Having me heading up NASDC accomplishes the second purpose.

In addition, keep in mind that NASDC retains strong ties to members of the former Administration--Lamar Alexander in particular. I have learned that one of the other individuals interviewed for the position is Lannie Griffith, former deputy in Bush's office of intergovernmental affairs, and former assistant secretary under Lamar.

Carol, I appreciate any help you can provide on this. If you call David Kearns, the basic message should be that I am someone the President has worked closely with and has confidence in, and that the Administration will find it easy to work with NASDC if I am in the key position there. You might also indicate that you hope that NASDC, through David and myself, will play an important role in helping to guide the use of the Annenberg funds.

I also want you to know that, if this should come to pass, I have committed to the Secretary that I will not go any place until Goals 2000 has been passed and we have a good implementation plan in place.

I am trying to track down the best number for David Kearns. I will send that over as soon as I get it. I would also encourage you to touch base with me before you call. I am also trying to get some up-to-the-minute information about David's current thinking about this position. You can reach me at 401-3385. If you need me at home, try P6/b(6)

Mike Cohen

THE DESIGN TEAMS

Audrey Cohen College Design Team

Audrey Cohen College
345 Hudson Street
New York, NY 10014

Team leaders: Audrey Cohen, Janith Jordan

Community Learning Centers Design Team

Public Schools Incentive
IDS Tower
Minneapolis, MN 55402

Team leaders: John Cairns, Wayne Jennings,
Joe Nathan, Elaine Salinas

The Co-NECT Schools Design Team

Bolt Beranek and Newman
10 Moulton Street
Cambridge, MA 02138

Team leaders: John Richards, Bruce Goldberg,
Henry Olds

Los Angeles Learning Centers Design Team

LA Educational Partnership
315 W. Ninth Street #1110
Los Angeles, CA 90015

Team leaders: Peggy Funkhouser,
Harry Handler, Chris Gutierrez

Modern Red Schoolhouse Design Team

Hudson Institute
5395 Emerson Way
Indianapolis, IN 46226

Team leaders: Denis Doyle, Sally Kilgore,
Leslie Lenkowsky

ATLAS Communities Design Team

Coalition of Essential Schools
Brown University
Box 1969
Providence, RI 02912

Team leaders: James P. Comer, Janet Whitla,
Howard Gardner, Sid Smith,
Edwin D. Campbell,
Theodore Sizer

Roots and Wings Design Team

Center for Research and Effective Schooling for
Disadvantaged Students
Johns Hopkins University
3505 North Charles Street
Baltimore, MD 21218

Team leaders: Robert Slavin, Nancy Madden

National Alliance for Restructuring Education Design Team

National Center on Education and the Economy
39 State Street, Suite 500
Rochester, NY 14614

Team leaders: Marc Tucker, David Hornbeck

Expeditionary Learning — Outward Bound Design Team

Harvard School of Education
122 Mt. Auburn St.
Cambridge, MA 02138

Team leaders: Meg Campbell, Greg Farrell,
Diana Lam

EXECUTIVE OFFICE OF THE PRESIDE

27-Oct-1993 10:04am

TO: (See Below)
FROM: Jeffrey L. Eller
Office of Media Affairs

SUBJECT: Health Care Update

RE: PRESIDENT'S HEALTH SECURITY PLAN UPDATE

1. KEY ISSUES FROM THIS MORNING'S NEWS:

o CAPS: The morning news focuses on the caps and suggests that the system could require dramatic changes -- the implication is that the system will run out of money. This charge does not reflect key elements of the plan that make this contingency highly unlikely. Our goal must be to reinforce the President's commitment to health security -- to guarantee every American comprehensive health benefits that can never be taken away. NOTE: TALKING POINTS FOLLOW, more information to come later.

o IMPLEMENTATION: The President's plan will be fully implemented by the end of 1997. There is some confusion because FISCAL 1998 was mentioned at last night's briefing. For clarity and accuracy, you should say the bill will be fully implemented by the end of 1997. There have been changes in the pace of the implementation within the three years, but the full implementation deadline remains the end of 1997.

o INDIVIDUAL PAYMENTS: There are reports this morning about a limit on individual payments at 3.9 percent of income, implying that everyone will pay 3.9 percent of their income for health care. WRONG. The 3.9 percent cap was needed to protect some low income individuals who would not qualify for insurance discounts. Most Americans will pay only between 1 - 2 percent of income. For most Americans who are now insured, this will be the same or less than they are currently paying

for the same or better benefits. (The other numbers you might hear, relate to the fact that health insurance costs will be split, with employers paying at least 80 percent and individuals paying 20 percent. In the context of income, low income people will be protected by the 3.9 percent cap and most Americans will pay only between 1 - 2 percent.)

Page Two

CAPPED ENTITLEMENT FOR HEALTH CARE DISCOUNTS

The President's Health Security Plan provides insurance discounts to small businesses and low income families and individuals to help them afford health security. To ensure the most

responsible financing possible and to ensure against the kinds of out-of-control and automatic spending increases we've seen in government programs historically, the President's plan sets limits on the amount of these discounts that could be provided before a trigger forces Congress to take action. These caps represent the President's strong commitment to financial responsibility, to a sound plan that will ensure every American is guaranteed comprehensive benefits that can never be taken away.

The President's plan includes extraordinary protections and safeguards to ensure against the need for additional funding. The President's plan includes a 15 percent cushion, \$45 billion over five years, built in for protection. And, the legislation allows funds from this cushion to be carried over, allowing the reserve to build over time. (For perspective, consider that models found that a massive and highly unlikely 2 percent annual increase in unemployment would mean the need for an additional \$4 billion in discounts over one year. The 'cushion' provides \$12 billion of protection in one year -- three times more than would be needed for even a situation as unlikely as this.)

It is extremely unlikely that the scenario our opponents are creating will ever come to pass -- there are too many protections and too many safeguards in the President's plan. The President's plan relies on our existing system -- a private system funded primarily with private funds. All of the health care plans within the system will be required to meet a solvency requirement, a strict test of financial strength, to be allowed to treat patients. And, the President's plan relies on solid and conservative assumptions that will make it highly unlikely that additional funding would be needed. The President's plan is designed to stop the automatic spending increases we've been forced to confront in the past, instead designing a mechanism that demands accountability and responsibility from our elected representatives.

Inflation is built into the system, so the cap can not be overrun simply by general inflation.

Consider the source of these questions about the President's plan: the insurance industry has

spent millions to scare people about the President's plan. Why? Because the President would make it illegal for the insurance companies to indiscriminately raise rates, to drop coverage for sick people, to limit the amount of benefits they'll provide, to refuse coverage to people with pre-existing conditions, and other abuses. The insurance industry doesn't want to lose that ability to indiscriminately raise rates or take away coverage.

The President is determined to ensure that every American is guaranteed comprehensive benefits that can never be taken away. The Health Security Plan transmitted to Congress today will keep that commitment.

Distribution:

TO: Sheryll D. Cashin
TO: Manager Infomgt
TO: FAX (92254022, Margie Capron)
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TO: FAX (96321096, Christine Gebbie)
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TO: Bernie Nussbaum
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TO: Shirley Sagawa
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TO: Schneeman, Kristin A



STATE OF MAINE
OFFICE OF THE GOVERNOR
AUGUSTA, MAINE
04222

JOHN R. MCKERNAN, JR.
GOVERNOR

MEMORANDUM FOR CAROL RASCO

FROM: Dave Lackey, Communications Director
DATE: October 25, 1993
RE: Talking Points for Upcoming Visit to Maine

In advance of your visit to Maine this week, the Governor asked me to provide you with some background and talking points on both Maine's youth apprenticeship program, and on Jobs for Maine's Graduates.

As you know, your schedule includes a breakfast in South Portland with youth apprentices and other key apprenticeship leaders; a tour and visit with students in the Jobs for Maine's Graduates Program in Lewiston; and a luncheon and remarks to the JMG Board of Directors at their meeting in Augusta.

Your visit helps to bring additional credibility to Maine's programs in school-to-work, especially in showing some national attention on Maine's solutions. Some of the media remains skeptical of school-to-work as a solution overall, although more and more are being won over by "success stories" like those you'll visit. Any help you can provide in highlighting these success stories, and the leadership provided by Jobs for Maine's Graduates, Maine Youth Apprenticeship Program, and Governor McKernan in these areas, will be helpful in reinforcing the need for school to work in Maine.

In addition to the attached "nuggets" that could be helpful as background, additional information is inclosed on both JMG and MYAP. A brief video, designed for potential youth apprentices, also provides a good overview of Maine's program, and is being sent to you under separate cover.

Thank you again for your willingness to come to Maine -- we are looking forward to greeting you!



MAINE YOUTH APPRENTICESHIP PROGRAM

- * Program details and background in MYAP folder.
- * Maine's program won the Council on Chief State School Officers "Implementation Grant" in 1992, as well as a Phase I Department of Labor Grant in that same year.
- * The National Alliance of Business awarded Maine the "School to Work Program of the Year" award on Monday, 10/25/93. Governor McKernan accepted the award in person. (Maine won NAB's "state of the year" award in 1989 for overall human resources programs)
- * Maine's program is unique in several ways from other models being tested around the country:
 - * First, youth apprenticeship is built directly into the school structure. This IS education reform ... and it affects every aspect of our children's schools. Rather than building "new" schools to train apprentices, we make use of the outstanding talent that's out there -- only focus it on something novel when you're training workers: the needs of businesses!
 - * Second, our program is a true partnership, built with all of the stakeholders at the table and designed by consensus. Key participants include our technical colleges, which house the statewide program and provide a year of college; our state departments of education, labor, and economic development; and the myriad private stakeholders, from the AFL-CIO, to the apprenticeship council, to the Maine Teachers Association. All are united behind youth apprenticeship because they believe the program makes so much sense.
 - * And perhaps most important, the program builds on our impression that college is important to success -- because after all, college is important. The program includes an integral "13th" year of school (based at the technical college), during the 3rd year of the apprenticeship, when students can obtain a year's study and credit at a technical college without cost to the student. That's a radical transformation of our education system -- and it has captured the imagination of educators, parents and business people alike.
- * Basic information and an overview of the program is included in the MYAP folder, but it would be particularly helpful to explain how Maine's program will link in with the Clinton Administration's "School to Work Opportunities" legislation currently pending in the Congress. (Maine sent a delegation of seven to the joint Dept. of Education and Labor conference in Baltimore in September.)

JOBS FOR MAINE'S GRADUATES

Jobs for Maine's Graduates is the state affiliate of Jobs for America's Graduates, Inc., which is a nationwide school-to-work transition organization serving in excess of 20,000 young people each year in 35 states. Governor McKernan is the national Chairman of JAG.

JMG became a private, non-profit corporation following action during the 1993 Legislative Session. The legislation provided both enhanced funding for JMG -- allowing expansion of the program from 20 to 50 schools statewide -- as well as improved independence. The bill creating JMG received broad, bipartisan support. As a result of the legislation, JMG is the only statewide school-to-work transition network in the country established by the Legislature. This legislation is currently being used by other states as a model.

JMG in Maine has several components all designed to enhance the transition from school to work, and to aid especially the students who are most "at risk" of dropping out:

- * 12th grade school-to-work transition -- which is the original "core" of JAG's national model. The 12th grade program has been working for nearly 15 years nationwide; in Maine for about 6 years. The program targets the young people most at risk of dropping out, and provides both rigorous academic counseling and assistance as well as career preparation in areas such as resume writing and "what will a workplace be like?" The program has a success rate of more than 90 percent in Maine, with 80 percent either employed; in post-secondary education; or in the military within a year of graduation.
- * 9th, 10th and 11th Grade Dropout Prevention. This "OAP Program" is a primary focus of JMG in Maine, and in fact Maine's OAP students constitute more than 40 percent of JAG's national research base for this program. The return-to-school rate for these "hardest to serve" students exceeds 97 percent. Maine's program is also the only OAP model in the nation that includes basic academics (i.e., English, math and social studies) in its curriculum.
- * 7th and 8th Grade Career Awareness. JMG will launch a program to serve middle school students with career awareness and additional dropout prevention, becoming JAG's only affiliate with a comprehensive, 7th to 12th grade program in place.
- * Youth apprenticeship -- JMG a crucial connecting role in youth apprenticeship. Students services liaisons -- akin to JMG's "job specialists" -- provide career awareness training in the 10th grade, and then serve as the students closest link with schools while in the workplace. The liaisons work one on one with students and ensure that proper education is provided in the workplace, and that the students remains "connected" with school.
- * Maine received the National Community Service "Youth Engaged in Service" award in July, 1993, reflecting more than 10,000 hours of volunteer service by JMG students during the past school year. Students average more than fifteen hours of individual community service.

October 25, 1993

TO: Carol H. Rasco

FROM: Bill Galston *WAG*

SUBJ: Maine trip

Your crack staff (namely, me) is pleased to furnish you with the following materials for your forthcoming trip to Maine:

- o a speech I gave to the Board of Jobs for America's Graduates back in the spring;
- o briefing materials on Maine's youth apprenticeship program;
- o a DoE/DoL executive summary of the school-to-work initiative;
- o DoE/DoL materials prepared for a press briefing in which I participated the day the bill was formally transmitted to Congress.

Let me know if there's anything else I can do.

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

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

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

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

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

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

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

- o Head Start
- o Chapter 1
- o Goals 2000; skills standards board

3. Coherent strategy for job training/retraining

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

[go to text]

LESSONS FROM EXPERIENCE

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

MAINE YOUTH APPRENTICESHIP PROGRAM MODEL

GRADE

9

Career
Exploration
Regular
Academic
Program

10

First Semester
Regular Academic
Program
Testing
Focused Career
Exploration
Apprenticeship
Selection Testing
Apprenticeship
chosen

11

Apprenticeship
1st year
20 weeks at
High School
30 weeks
working for
Employer

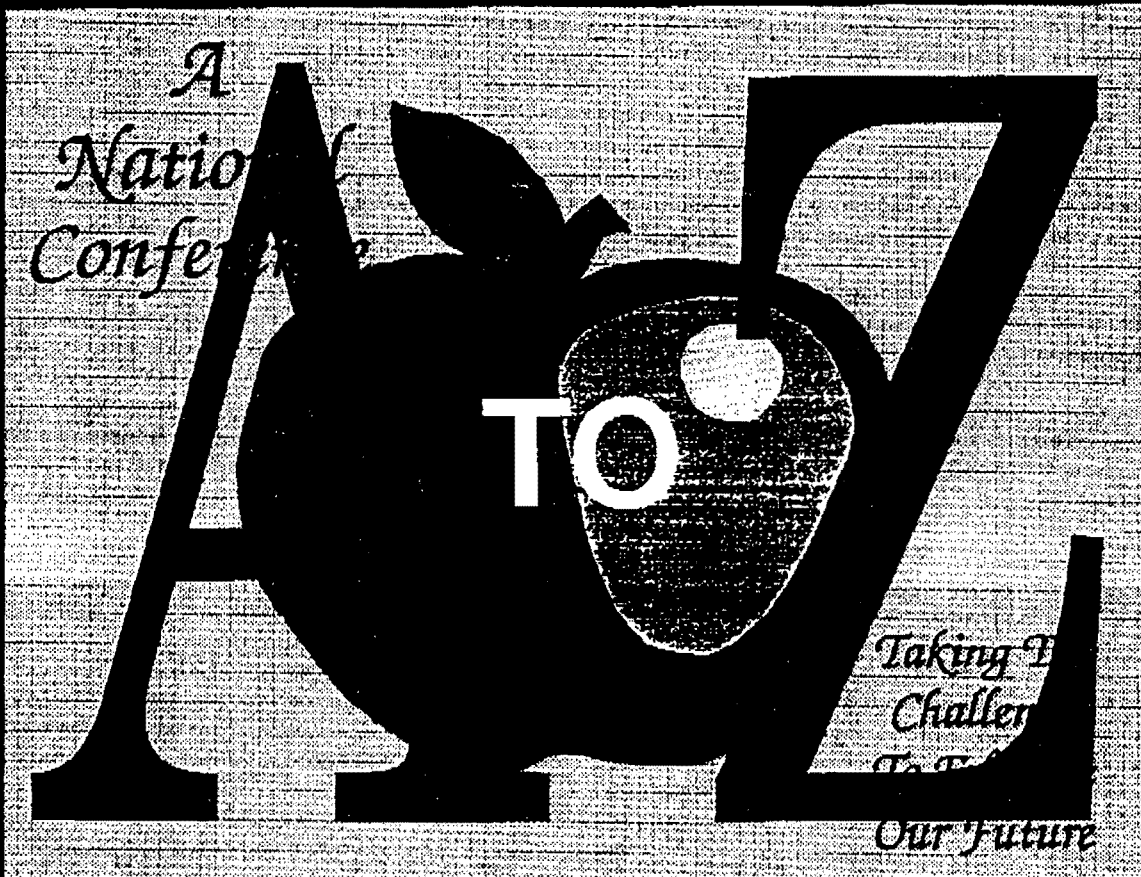
12

Apprenticeship
2nd year
20 weeks at
High School
30 weeks
working for
Employer
Student receives
High School
Diploma

13

Apprenticeship
3rd year
16 weeks at
Technical College
34 weeks
working for
Employer
Student receives
1-year Technical
College Certificate
& Certificate of
Skills Mastery

Creating A Youth Apprenticeship Program: Step By Step



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

Purpose

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



John E. McKernan Jr.
Governor of Maine

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



Hilary Pennington
President
Jobs For The Future

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

Appearing At The Conference

A Representative From
President Clinton's Administration
(invited)

John R. McKernan, Jr.
Governor of Maine

Hilary Pennington
President of Jobs For The Future

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

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

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

State Program Presenters

Karen Cundiff
Program Director
Arkansas Youth
Apprenticeship Program

Susan Brown
Director
Maine Youth
Apprenticeship Program

Lois Ann Porter
Director
Project ProTech of
Massachusetts

Robert VanDine
Program Organizer
Pennsylvania Youth
Apprenticeship Program

PROGRAM

Monday, 3 May 1993

- 10:00 a.m. Welcome**
 John Fitzsimmons - President, Maine Technical College System
Introduction of Keynote Speakers
 Susan Brown - Director, Maine Youth Apprenticeship Program
 William Cassidy - Director of Research and Curriculum, Maine Center for Youth Apprenticeship
Keynote Speakers
 Hilary Pennington - President, Jobs For The Future
and
 -A Representative from President Clinton's Administration-
- 10:45 5 Concurrent Workshops - Participants will choose 3 of the 5 to attend.**
 I. Sharing Models-Arkansas and Maine
 II. Checklist: What You Need To Do!
 III. Setting Standards and Building Curricula
 IV. Business Perspective
 V. Child Labor Laws
- 12:00 noon Luncheon**
 Host: Wayne Ross - President, Southern Maine Technical College
 Brief Remarks: Glenda Partee - Council of Chief State School Officers
Introduction of Keynote Speaker
 Leo Martin - Commissioner, Maine Department of Education
Keynote Speaker
 The Honorable John R. McKernan, Jr. - Governor, State of Maine
- 1:45 p.m. 5 Concurrent Workshops Continue**
3:00 Break
3:15 5 Concurrent Workshops Continue
4:30 Adjourn
4:30-6:00 Exhibitors' Reception
Dinner On Your Own

Tuesday, 4 May 1993

Breakfast On Your Own

- 9:00 a.m. 4 Concurrent Workshops - Participants will choose 2 of the 4 to attend.**
 I. Sharing Models-Massachusetts and Pennsylvania
 II. Youth Perspective
 III. Labor's Perspective on Youth Apprenticeship
 V. Secondary School Perspective
- 10:15 Break**
10:30 4 Concurrent Workshops Continue
12:00 noon Wrap up/Luncheon
1:00 p.m. Adjourn

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

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

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

I. INTRODUCTION

A. The Challenge

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

The reasons are complex, but two factors stand out:

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

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

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

B. The Foundation

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

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

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

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

C. The Support

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

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

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

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

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

II. ACTION FORCING EVENTS

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

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

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

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

mechanisms for joint school-business activities).

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

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

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

IV. FUNDING AND LEGISLATION --

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

- Laying the Groundwork in 1994 Under Current Law

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

- School-to-Work Transition Legislation in 1995

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

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

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

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

V. EXPECTED ACCOMPLISHMENTS

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

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

VI. BASIC PROGRAM COMPONENTS

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

- **work-based learning** which includes:
 - ▶ paid work experience;
 - ▶ a planned program of job training, including tasks which are to be mastered at increasingly higher skill levels and are relevant to a student's career major;
 - ▶ workplace mentoring; and
 - ▶ instruction in all aspects of an industry or occupation as well as general workplace competencies.

- **school-based learning** which includes:
 - ▶ career exploration and counseling in order to help students identify career interests and goals;
 - ▶ the opportunity to select a career major (a coherent set of courses or field of study that prepares students for employment in broad occupational areas) and can lead to a post-secondary degree;
 - ▶ a program that meets high academic-content standards; and,
 - ▶ periodic evaluations to identify academic strengths and weaknesses and the need for additional learning opportunities to master core academic skills.

- **connecting activities** to bridge school-based and work-based learning, which would include:
 - ▶ matching students with employers' work-based learning opportunities;
 - ▶ serving as a liaison between the employer, school, parent, and student; and,
 - ▶ providing technical assistance and services in designing work-based learning components; case-managing participating students; and training teachers, mentors, and counselors.

Outcomes

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

competency and mastery.

Federal Grants to States and Localities

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

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

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

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

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

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

VII. WAIVERS

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

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

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

STATE YOUTH APPRENTICESHIP CONSORTIUM MEMBERS

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

United States Department of Education
United States Department of Labor

WHY SCHOOL-TO-WORK?

School-to-work programs assist students in making the transition from school to a good first job on a high skill, high wage career track. Combining learning at the worksite with learning in school, school-to-work programs establish a partnership between schools and employers and prepare students for either a high quality job requiring technical skills or further education and training.

Promising school-to-work programs integrate work-based learning and school-based learning, academic and occupational learning and they link secondary and post-secondary education. Hands-on learning and the integration of school and work curricula help students see the connection between what they learn today and how well they will do in jobs tomorrow. The strength of school-to-work is the diversity of approaches in meeting local needs. Successful programs often share three basic program elements:

Work-based learning, which includes paid work experience, structured training and mentoring at the worksite.

School-based learning, based on career majors, which is a program of instruction designed to meet high academic and occupational skill standards.

Connecting activities, which assist employers, schools and students connect the worlds of school and work. This is the "glue" that helps the local partners deliver quality programs.

WHY SCHOOL-TO-WORK?

Seventy-five percent of America's young people do not achieve a college degree. Many of these young people are not equipped with the basic academic and occupational skills needed in an increasingly complex labor market. The low-skill, high-paying manufacturing jobs that once provided decent employment for relatively unskilled Americans no longer exist. Therefore, many high school graduates do not find stable, career-track jobs for five to ten years after graduation.

In today's highly competitive global economy, business performance is determined in large part by the knowledge and skills of workers. The technological pressures make employers reluctant to take a chance on inexperienced high school graduates whose diplomas signal nothing about their skills, knowledge and ability to perform increasingly difficult work.

The lack of a comprehensive and effective school-to-work transition system has also had a significant economic impact on students. In the 1980's, the gap in earnings between high school graduates and college graduates doubled; for those without high school degrees, the gap grew even wider.

Not only has the lack of school-to-work assistance had a negative impact on the earnings potential of our young people, but it also has had tremendous costs to business and our economy as a whole. Because businesses lack more highly-skilled workers, their productivity suffers and, in turn, our economy as a whole suffers.

Partnerships for School-To-Work

No single approach to building school-to-work programs is appropriate for all communities. A successful school-to-work system will be built locally, not imposed top-down from Washington, D.C. Local partnerships of employers, schools, labor organizations, parents, students and community leaders together will design and implement the programs which fit their individual circumstances and unique needs.

A successful, national school-to-work system ought to build on the promising approaches being developed in many states and communities including youth apprenticeship, tech prep, career academies and cooperative education. Programs are more likely to succeed if there is ongoing community ownership of the program for bettering young American's career opportunities.

Successful school-to-work programs require the active involvement of business and community leaders, labor and educators. Employers, in partnership with labor, define the skill requirements for jobs, participate equally in the governance of the program, offer quality learning experiences for the students at the worksite, and provide jobs for students and graduates. Businesses share information with schools on the technologies, management processes, business practices and structure of work in today's organization. For school-to-work programs to be successful, all partners must work together to develop curricula that will prepare students to enter and succeed in technologically complex worksites.

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

SCHOOL-TO-WORK OPPORTUNITIES ACT OF 1993
LEGISLATIVE FACT SHEET

The School-to-Work Opportunities Act, jointly administered by the Departments of Education and Labor, will bring together partnerships of employers, educators and others to build a high quality School-to-Work system that prepares young people for careers in high-skill, high-wage jobs.

Key Strategies for Building School-To-Work Systems:

- The legislation allows for flexibility so that programs can address local needs and respond to changes in the local economy and labor market. While the legislation requires core components and goals, it does not dictate a single method for fulfilling those requirements. Multiple sources of support -- federal grants to states, waivers, direct grants to local partnerships, and high poverty area grants -- will allow all states to build School-to-Work systems within the first few years.
- States and localities can build School-to-Work systems upon existing successful programs -- such as youth apprenticeship, tech-prep education, cooperative education, career academies, and school-to-apprenticeship programs.
- The legislation will promote the coordination of state, local and other federal resources. When the School-to-Work funds end, the programs will be supported by other resources.
- The active and continued involvement of local business, education, union, and community leaders is critical to the success of School-to-Work programs.
- The legislation will:
 - ▶ establish required components and goals of every School-to-Work program in the nation;
 - ▶ provide development grants for all states to plan and create comprehensive, statewide School-to-Work systems;
 - ▶ provide five-year, implementation grants to states that have completed the development process and are ready to begin operation of School-to-Work systems;
 - ▶ provide wavers of certain statutory and regulatory program requirements to allow other federal funds to be coordinated with comprehensive School-to-Work programs;
 - ▶ provide direct implementation grants to localities that are ready to implement School-to-Work systems, but are in states that have not yet received implementation grants; and
 - ▶ provide direct grants to high poverty areas to address the unique challenges of implementing School-to-Work systems in impoverished areas.

Basic Program Components

- Every School-to-Work program must include:
 - ▶ Work-based learning that provides: a planned program of job training or experiences, paid work experience, workplace mentoring, and instruction in general workplace competencies and in a broad variety of elements of an industry.
 - ▶ School-based learning that provides: career exploration and counseling, instruction in a career major (selected no later than the 11th grade); a program of study that is based on high academic and skill standards as proposed in the Administration's "Goals 2000: Educate America Act," and typically involves, at least one year of postsecondary education; and periodic evaluations to identify students' academic strengths and weaknesses.
 - ▶ Connecting activities that coordinate: involvement of employers, schools and students; matching students and work-based learning opportunities; and training teachers, mentors and counselors.
- Successful completion of a School-to-Work program will lead to a high school diploma; a certificate or diploma from a postsecondary institution, if appropriate; and an occupational skill certificate. The skill certificate will be a portable, industry-recognized credential that certifies competency and mastery of specific occupational skills.

State and Local Governance

- The Governor, the chief state school officer, and state agency officials responsible for job training and employment, economic development, postsecondary education, and other appropriate officials will collaborate in the planning and development of the state School-to-Work system.
- Partnerships that consist of employers, secondary and postsecondary educational institutions, labor organizations, and other local community and business leaders are responsible for designing and administering the local School-to-Work programs.

Federal Grants to States and Localities

- State and local applications for direct federal grants will be submitted to a peer review team composed of federal staff and outside experts in education and training. State applications for implementation grants must include a plan for a comprehensive statewide system which shows how a state will meet the basic program elements and required outcomes. In addition, states must show how the programs will ensure the opportunity to participate is given to economically disadvantaged students, low achieving students, students with disabilities and dropouts.
- Localities will apply for subgrants administered by the states. The state process for distribution of subgrants will be reviewed and approved by the federal government.

United States Department of Education
United States Department of Labor

WORKING EXAMPLES OF SCHOOL-TO-WORK PROGRAMS

Oakland Health and Bioscience Academy
Oakland, California

The Oakland Health and Bioscience Academy offers 200 students a three-year program. These students are exposed to a range of health and bioscience careers. Built on the career-focused, school-within-a-school "career academy" model, the program nurtures their interest in these fields while preparing them for postsecondary education and for technical jobs in a hospital or lab. Field trips, guest speakers, paid summer internships during the junior and senior years and assistance with applications for jobs and colleges are part of the intensive training. The curriculum offers students additional science classes and hands-on instruction that is coordinated across disciplines.

The Academy is making structured, work-based learning central to what it offers students. Teachers are working with hospitals and the community college to make this effort a success. For instance, a local community college is beginning to set up a project with the Academy and other schools that would enable students to earn community college credit in anatomy and physiology through the Academy courses. In addition, the Academy is working with Kaiser Hospital to develop formal clinical apprenticeships. The Academy Partnership will continue to expand its apprenticeship program at Kaiser and at other training sites.

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**Wisconsin Youth Apprenticeship Initiative
State of Wisconsin**

Beginning in 1992, Wisconsin implemented a youth apprenticeship program in printing and graphics. In addition, the state has established skill standards for a second youth apprenticeship program in financial services. A mentor training program has been developed to assist employers in building their internal capacity for work-based youth education. Wisconsin also developed its first teacher work-based learning institute to assist in the process of professional development of teachers and administrators to participate in a system that integrates work-based and school-based learning.

Wisconsin has created the Office of School-To-Work Transition in the Department of Administration. The office is providing direction and day-to-day coordination of interagency activities needed to implement school-to-work transition programs, such as youth apprenticeship and tech-prep. During the 10th grade, students will complete a Gateway Assessment -- a measurement that will allow students to demonstrate mastery of basic academic skills across a variety of subjects. Afterwards, they may select from several pathways, including college preparation, Tech Prep and youth apprenticeship for the last two years of their secondary schooling.

The Wisconsin legislature recently passed a bill supporting systemic change in the establishment of career counseling resource centers for students.

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**Roosevelt Renaissance 2000
Portland, Oregon**

At Roosevelt High School, the curriculum, like that in many American high schools, was designed to prepare young people for a four-year liberal arts college education. However, 81 percent of Roosevelt's students weren't going to those colleges -- instead, they were going into the workforce. Employers began to make it clear that graduates were not prepared for work, so the Roosevelt staff launched a program called Roosevelt Renaissance (RR2000) to restructure the school and transform the curriculum.

Career pathway teams for RR began developing hands-on, project-oriented assignments in which students learn skills needed for a particular career -- skills that form the basis for assessing student competence in a career path. Teams also developed career planning and guidance.

RR2000 is also establishing a Certificate of Initial Mastery (CIM) and a Certificate of Advanced Mastery (CAM), as required by Oregon's Educational Act for the 21st Century. To earn the CIM and graduate, students must demonstrate mastery in reading, writing and math. They may then choose to pursue the CAM, which sets higher standards in both academic and career-specific skills. The CAM ensures that they have both the foundation skills for a career area and solid preparation for going to college.

Upon leaving Roosevelt High School, graduates are expected to go one of four ways: to community college, where they'll continue learning on their career path; to entry level positions leading to a career ladder; to training programs and youth apprenticeships; or to a four year college.

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**Project ProTech
Boston, Massachusetts**

Project ProTech is a partnership among the Boston Private Industry Council, Boston Public Schools and employers in the health care and financial services industries. ProTech is a four-year youth apprenticeship program that combines school and work-based classroom instruction, work rotation, mentorships and internships. Students are prepared for permanent placement with employers who offer tuition assistance benefits for additional postsecondary education.

Project ProTech begins in the 11th grade and culminates with a postsecondary Associate Degree. One of the most important features of Project ProTech is the structured work-based component. Participants receive work-based instruction and paid work experience. During the school year, participants work part-time after school and full-time during the summer. In addition, employers provide worksite mentors who counsel students about work, job opportunities, career paths and educational issues.

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**Craftsmanship 2000
Tulsa, Oklahoma**

In 1990, leaders of metalworking firms in Tulsa decided that they weren't getting enough well-prepared young workers. So they got together to try to answer a question: How could they take untrained 16-year-old youngsters and, by the age of 20, turn them into a master craftsmen?

Technical instructors from the area Vo-Tech High School and community college sat down with these business leaders to develop a profile of the kinds of students and entry-level employees they wanted to produce and this led to Craftsmanship 2000.

A four-year tech prep program in metalworking, Craftsmanship 2000 combines academic, technical and work-based training. Students do coursework at Tulsa Technology Center and at Tulsa Junior College. Students serve as apprentices in a metalworking firm, beginning in their first year. Upon completing the program, students receive a high school diploma, an associate degree in metalworking and certification for skilled employment in the metalworking industry.

Students must sign a four-year commitment and they must spend eight hours a day and 220 days a year learning -- considerably more than the six-hour days and 175-day years their peers spend in school. Craftsmanship 2000 has been so successful that similar partnerships for the aviation and health care industries are now being planned in Tulsa.

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**Marketing Education Co-op Program
Pennington, New Jersey**

In Hopewell Valley Central High School's Marketing Education Co-op Program, high school seniors gain valuable work experience in the retail/service industry. The program combines academic instruction with on-the-job training for seniors interested in entry-level positions in the field of marketing and merchandising of goods and services.

Numerous businesses in the Hopewell community including travel agencies, restaurants, hotels/motels and retail stores have established partnerships with the school by offering the program a wide range of work experience sites. These partnerships provide the program with greater opportunities for job training and for exposing students to a broader range of work-based learning than what is available with a traditional classroom program. Over the past three years, between 60-70 percent of the graduates elected to pursue higher education or enroll in some type of postsecondary training program. Many of the graduates who entered the workforce following graduation accepted job offers with their work experience employers.

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

School-to-Work Transition Act Questions and Answers

Question:

How does this legislation ensure broad based participation by the key parties that need to be involved in School-to-Work programs in each state and community?

Answer:

This legislation requires broad-based participation in the design and implementation of a statewide School-to-Work transition system. The key parties at the state and local level must include employers, public secondary and postsecondary education, labor, and may include other entities, such as non-profit or community-based organizations, rehabilitation agencies, registered apprenticeship agencies, local vocational educational entities, local government agencies, parent organizations and teacher organizations and Private Industry Councils under JTPA. The process for ensuring this participation must be addressed in the School-to-Work planning process:

- Applications for federal development funds must describe how the state will enlist the active and continued participation of the above mentioned parties in the planning and development of the statewide School-to-Work system.
- The state and local applications for federal implementation funds must also demonstrate how this broad-based participation in the School-to-Work program will be achieved and maintained.

Question:

How is this a national program?

Answer:

Although states will have the flexibility to select the best strategy to develop a comprehensive system, all School-to-Work programs will be required to share fundamental characteristics. Across the nation every participating student will receive:

- work-based learning through a planned program of work-based instruction in which students master a wide range of skills at increasingly higher levels in a broad occupational area such as electronics, health, or printing;
- school-based learning through a multi-year sequence of instruction or "career major" -- usually involving at least one year of postsecondary education -- that integrates classroom and work-based learning and is benchmarked to high academic and skill standards developed through Goals 2000; and

- a skill certificate, in addition to a high school diploma, which is a portable credential certifying that a student has mastered skills that are relevant to a certain occupation and has the ability to complete postsecondary education and training. This skill certificate will take into account the work of the National Skill Standards Board which will be developing national skill standards.

States will be able to use a several strategies to put in place a statewide program. These include using development and implementation grants to plan, and create statewide School-to-Work systems and then to begin operation of the system. States can also use waivers to provisions in other job training and education programs and existing funds to help start their programs. Within a few years, every state can have model School-to-Work programs and a plan for a statewide system.

Question:

How are existing federal and state programs coordinated with the School-to-Work initiative?

Answer:

The legislation requires that a state plan include a description of how the state's School-to-Work system will coordinate funds from state and private sources with funds available from the School-to-Work program and a series of related federal programs. These programs include the Carl D. Perkins Act, the Adult Educational Act, Elementary and Secondary Education Act, the Job Training Partnership Act, The Family Support Act and the Individuals with Disabilities Act.

Successful applications for implementation grants must show how these federal and state job training and education programs will be integrated in order to establish and maintain a statewide School-to-Work system. As part of this process, states should consider requests for waivers to statutory or regulatory requirements in other federal job training and education programs in order to facilitate coordination. Examples of coordination include joint funding between School-to-Work and Perkins Vocational Education Act for curriculum and staff development in academic and occupational instruction and providing remedial education and support services for economically disadvantaged participants through the Job Training Partnership Act.

Since implementation funds for a state will decline over a period of about five years, it will be very important for states and localities to leverage support from other federal and state programs. When federal School-to-Work funds are no longer available, the School-to-Work systems will be maintained with the leveraged resources.

Question:

What does a student get after successful completion of a School-to-Work program?

Answer:

Every student who successfully completes a School-to-Work program will receive a high

school diploma, an industry recognized skill certificate in a broad occupational area and entry into a first job or further education -- such as college or a registered apprenticeship. Typically completion of a School-to-Work program will also include successful completion of at least one year of postsecondary education. The skill certificate would be a portable credential certifying that a student has mastered skills that are relevant to a occupation.

Question:

Does participation in a School-to-Work program steer students away from the possibility of going to college?

Answer:

School-to-Work curriculum will be designed to increase, not decrease, a student's options for further post-secondary education. Many School-to-Work programs will encompass one or two years of college -- the way that "two-plus-two," or "tech-prep," programs do now.

- Students participating in a School-to-Work program will be held to the same challenging standards in the "Goals 2000: Educate America Act" that all students in the school are expected to achieve, including those who are planning to pursue a four-year college degree. Therefore, students completing the School-to-Work program will be fully prepared -- even more prepared considering their work experience -- to enter a four-year college.
- A School-to-Work curriculum will provide a sequential program of study beginning in secondary school and ending typically at the associate of arts or two-year college level.
- Many School-to-Work students will choose "career majors" that necessitate study at a post-secondary institution.

Question:

What is the relationship between this initiative and Goals 2000?

Answer:

Goals 2000 promotes the development and encourages the voluntary adoption of national academic and skill standards. These standards will provide a framework within which School-to-Work programs will be developed and administered. For example, all students in a School-to-Work program would be held to the same high content and performance standards developed by states under the Goals 2000 legislation. School-to-Work programs would have to prepare students -- both through school-based and work-based learning -- to meet these challenging standards. In addition, the establishment of national skill standards in broad occupational areas would guide the development of what a student in a School-to-Work program would have to know and be able to do to earn a skills certificate.

Furthermore, states and communities are expected to integrate their comprehensive improvement plans under Goal 2000 and School-to-Work in a wide range of areas including:

- **Planning.** Goals 2000 and School-to-Work plans -- both state and local -- should provide direct links to each other. We would expect that developing these links would be enhanced by having many of the same education, business, community, and government leaders involved in both initiatives.
- **Staff and curriculum development.** Staff and curriculum development are critical to the success of both initiatives. School-to-Work programs would show how their staff and curriculum development efforts would be part of a larger comprehensive school reform effort to help students meet high standards.

Question:

What is the per student cost?

Answer:

Unlike other legislative proposals intended to establish new programs serving discreet populations, this legislation is intended to provide a national framework within which all states can create School-to-Work systems.

As states develop comprehensive School-to-Work systems, the initial cost per student may be fairly high. Initial costs will reflect the necessary system building investments including staff and curriculum development, employer recruitment, and establishment of skill standards systems. The cost per student should decline over time as the up front developmental costs level off or decline and student enrollment increases.

Question:

How does this initiative reach high school dropouts and other at-risk students?

Answer:

There are many elements in the School-to-Work initiative that will be useful tools for reaching out to high school drop-outs and for retaining at-risk students:

- The planning and development process involves community based organizations, and others familiar with the needs of at-risk youth.
- States and localities must insure that there will be opportunities to participate for all students.
- The emphasis on early career exploration and the linking of work-based and school-based learning will provide new incentives to motivate continued school attendance. Work experience is used to give practical meaning to academic concepts and to transform traditional instruction into alternative learning experiences.

In addition, communities may choose to employ a number of specific strategies to serve at-risk students. These include:

- Linking School-to-Work programs with services funded under the Job Training Partnership Act for students that are economically disadvantaged. JTPA funds can be used for a wide range of activities including recruitment of dropouts, assessment and case management, supportive services and remedial education. For in-school students who are at-risk of dropping out, JTPA can fund dropout prevention activities such as counseling, tutoring and study skills training, and preemployment and work maturity skill training.
- Serving at-risk students through Career Academies. Career Academies are "schools within schools" that blend applied academics, workplace exposure, career counseling, and vocational courses. The highly structured program traditionally provides a supportive educational environment for low achieving students.
- Establishing a graduation assistance program to help participants find jobs and to encourage businesses to make commitments for job placements.
- Applying for funds reserved for High Poverty Areas to assist urban and rural areas characterized by high unemployment and poverty to build an effective School-to-Work system. These funds may be used to serve both drop-outs and at-risk students.

Question:

How does this program address the needs of communities -- both urban and rural -- with a high percentage of poverty?

Answer:

Urban and rural areas characterized by high poverty face extraordinary challenges and increased costs in operating effective programs. Ensuring high quality programs in these areas is essential to establishing an statewide and national system. To allow areas with high poverty to meet their special challenge, the School-to-Work legislation reserves a portion of its funds for direct federal grants -- on a competitive basis -- to urban and rural areas with a 30 percent poverty rate or higher.

Question:

What work-based options are available for students in rural areas?

Answer:

Rural areas will face particular problems in identifying a sufficient number of employers to provide all of the elements of quality work-based learning opportunities. In addition, students could be miles from the nearest participating employer.

The work-based learning component is essential to the success of the program. Therefore, rural partnerships will need to be particularly creative to assure that students receive quality work-based learning. One option is to form consortia of small businesses. By rotating students among the several businesses, students can gain the skills required in the career major while the business serves a larger number of students. School-based enterprises, such as school stores or print shops, can build skills, provide opportunities to apply academic knowledge, and teach responsibility and team work.

The High Poverty Area Grants will be available to eligible rural areas on a competitive basis. These funds are to be used to provide support for a comprehensive range of education, training, and support services for youth residing in such areas.

Question:

How do communities become grant recipients? How do the funds flow from federal and state government to the local School-to-Work programs?

Answer:

Communities become grant recipients in two ways -- through their state School-to-Work system or through direct grants from the federal government.

Communities may receive funds from their state to create School-to-Work programs. All states will receive development grants in order to build a comprehensive, statewide School-to-Work structure.

Once states have developed a plan for a comprehensive, statewide School-to-Work apprenticeship system, they are eligible to compete for implementation grants. Local communities will be awarded subgrants from states, according to criteria developed by the state (in accordance with national criteria). In the first year of implementation, at least 65% of a state's implementation grant must be awarded to local partnerships, 75% in the second year, and 85% in years thereafter.

Local communities may also receive grants directly from the federal government. Federal grants to local partnerships will be awarded competitively to a limited number of communities that are ready to implement School-to-Work systems, but are in states that are still in the development stage.

Question:

Does this initiative connect with the Elementary and Secondary Education Act?

Answer:

Yes. First, the two Acts will be connected through the Goals 2000: Educate America Act. States will have to ensure that the state plans developed under the School-to-Work program are consistent with (or even part of) the school reform plans they develop under Goals 2000. Second, states will have to describe in their plans how their School-to-Work system will be

coordinated with programs under the Elementary and Secondary Education Act.

Question:

How will the Departments of Labor and Education interact? Who will distribute the money and which agency has primary authority?

Answer:

Truly merging the worlds of school and work requires a new commitment to genuine cooperation. This is starting at the federal level. All activities under the School-to-Work initiative will be conducted and administered jointly by the two agencies. In practical terms, this means that both agencies' approval will be required before awarding any grants or contracts.

Application notices and evaluation criteria will be jointly developed and published. Review of grant applications will involve staff from both offices along with independent experts in a peer review process. Monitoring of state and community progress will be jointly conducted. In sum, Education and Labor will share authority for this initiative. An inter-agency team has already begun to work on how this will be done.

Question:

What are the incentives for businesses -- especially small businesses -- to participate?

Answer:

Our lack of a comprehensive system to prepare youth for high skill, high wages jobs has serious consequences for employers, youth and our economy. Many American employers are unable to hire entry-level workers with high academic and occupational skills and meaningful work experience, thereby harming the ability of these employers to compete successfully against the global enterprises that are increasingly transforming themselves into high-performance work organizations. This initiative offers employers an opportunity to strengthen our investment in human capital and shape this country's future workforce.

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

We have found that the cost to the business is not their greatest concern. They view this proposal as a unique opportunity to become involved in the development of curriculum in the schools. Small and medium sized businesses have a special incentive since these firms are the most significant source of employment for youth particularly those without a college degree. In addition, corporate downsizing means that corporations are increasingly contracting certain functions to smaller companies. Therefore, high skill jobs that were previously in larger corporations are transferred to small businesses. Recognizing this

transition, employers understand the necessity of training their future workers while they are still in school.

Question:

Why did the Administration recommend extending the Targeted Jobs Tax Credit (TJTC) to School-to-Work participants?

Answer:

We believe that a tax incentive is useful to encourage the participation of employers in a School-to-Work program. Over time, as employers participate in well-structured School-to-Work programs, the economic benefits of having well-trained and skilled young workers should become readily apparent to businesses. However, at the outset, to bring new employers into programs, a small credit will help to partially offset the additional costs employers will incur.

Most American businesses are small organizations with limited resources. And individual businesses have reported to us that without some means of sharing the additional costs of providing work-based education and training, they cannot offer such opportunities to as many young people as they would like.

The credit proposed for youth in an approved School-to-Work program is set at the same level -- 40 percent of the first \$3,000, or a maximum of \$1,200 -- as the credit provided for disadvantaged summer youth. The Administration chose an approach that employers would find familiar and consistent with the existing TJTC program.

Question:

How does this program promote quality work experiences?

Answer:

Many elements of the legislation are designed to drive state and local School-to-Work programs into preparing students for high skill, high performance careers while also preserving local decision making and flexibility. First, states and local communities must provide for significant employer involvement in the design and operation of School-to-Work programs. Employers will be joined by educators, local elected officials and representatives of labor, community based organizations, job training and many other key parties that have a stake in how students prepare for careers.

Second, local programs must provide quality work experience, with work-based learning required to include:

- a planned program of training, including tasks to be mastered at increasingly higher skill levels;
- workplace mentoring;

- instruction in broad occupational clusters or industry sectors.

Third, the program is outcome driven and must lead to a high school diploma and an occupational skill certificate, enabling entry into a first job on a career path. The skill certificate will be a portable, industry-recognized credential that certifies competency and mastery of occupational skills. The skill certificate is tied to criteria established under Goals 2000 such as high performance work and standards benchmarked against international best practices.

Finally, there will be a system established by the Departments of Education and Labor to assess and evaluate state and local programs, which includes measuring the outcomes of participating students.

Although these provisions may not entirely preclude some students getting "bad" jobs during or at the end of their education, we believe this legislation builds the framework for all students to be educated in a such a manner that they will be ready for high quality employment.

Question:

Are students covered by (A) unemployment insurance and (B) workers compensation?

Answer:

(A) Unemployment insurance would generally not be provided to School-to-Work participants. In general, services performed by students enrolled in work-study type programs are not subject to federal unemployment tax. Therefore, although eligibility for benefits would be determined under state law, most states would follow federal law in defining covered employment.

(B) Students in the School-to-Work program will be paid employees during the learning component of their education. As long as a student is in an employee status, the student would be included in the employer's workers compensation coverage.

Several of the youth apprenticeship and other School-to-Work demonstration programs have found ways to provide workers' compensation without adding costs or burden to small employers. For example, consortia of employers acting as intermediaries may be the employers of the students and therefore legally responsible for workers' compensation coverage. Or a state may provide coverage under a self-insured school board policy for students working for very small employers unable to afford additional coverage.

Question:

How does this initiative improve employment prospects for the graduates of the program?

Answer:

There are key features to this initiative that will, to the extent possible, encourage positive

employment outcomes for students. First, meaningful business participation in all aspects of a School-to-Work program is essential and is built into the design of this initiative. Employer involvement will take place in the form of defining the skill requirements for jobs, participating in the governance of the program, and offering quality work experiences for students. The local partnership may be a vehicle for obtaining job placements in a broad, community-based context rather than approaching it on an employer-by-employer basis. The Boston Compact is an example of this approach.

Second, the program must base its instruction on labor market analysis and provide training in occupations in demand. Funds may be used for this analysis and for determining the generic and specific skill needs of employers to identify high-demand, high-wage careers to target.

Third, the skill certificate, which is industry recognized and tied to national standards, will give employers more confidence in hiring young Americans.

Fourth, state and local programs may also use their funds to provide assistance to students in obtaining jobs or in entering further education or training.

Fifth, the state economic development agency must be included in the state coordinating group. This will allow local School-to-Work programs to market their highly trained workforce to business in need of skilled workers.

Finally, this program will improve the skills of participants; they will be better able to compete for high-skill jobs. Their career prospects and earnings will improve with a solid skills foundation.

Question:

How does the program train and prepare counselors, teachers and program administrators for this program?

Answer:

The School-to-Work initiative promotes the creation of programs in which new curricula and instructional methods will be needed. In order to successfully implement these programs, staff -- including teachers, administrators, and employees -- will need to receive substantive training and preparation. That is why the legislation highlights staff development as one of the priority uses of School-to-Work funds.

In addition, career exploration and counseling are critical elements of the school-based component of a School-to-Work program. Staff development for counselors will also be an allowable use of funds.

The Departments of Education and Labor are also required to provide training and technical assistance to enhance the knowledge and skills of all personnel involved in state and local programs.

Question:

Will this program displace existing workers with students?

Answer:

The legislation specifically prohibits employers from displacing existing workers with students. This prohibition includes a partial displacement such as a reduction in the hours of work, a reduction in wages, or a reduction of employment benefits.

Question:

How is this program coordinated with registered apprenticeships?

Answer:

Successful implementation of a universal School-to-Work system depends, in large part, on the extent to which existing programs are coordinated within the new structure. States and localities are encouraged to design the best program approaches for their labor market. They may decide to build their School-to-Work program on an existing model -- including the school-to-apprenticeship model.

Concerning registered apprenticeships, one of the possible outcomes of the School-to-Work program is entry into a further education and training such as a registered apprenticeship. To make an effective link with registered apprenticeships, localities may build on the school-to-apprenticeship model which moves students from school into formal apprenticeships. School-to-Work programs might permit early entry into an Apprenticeship program. For example, two years of work and learning in high school, depending on entrance requirements, may "count" towards one year of a four year Apprenticeship.

In short, registered apprenticeships provide an excellent model for the School-to-Work programs. The School-to-Work programs are designed to complement registered apprenticeships not to replace or compete with them.

The legislation also identifies registered apprenticeship agencies as one of the parties that may be included in the local partnership that is responsible for a community's School-to-Work program. Participation in the partnership will give registered apprenticeship agencies a seat at the table when decisions on policy, program design and implementation are being made.

Question:

What are some examples of waivers?

Answer:

One of the primary goals of the program is to foster better integration of federal job training and education programs to build a comprehensive School-to-Work program. To assist that process, the legislation authorizes the Secretaries to grant waivers of certain provisions of such programs as the Carl D. Perkins Vocational Education and High Technology Act, the Job Training Partnership Act, and the Elementary and Secondary Education Act.

States will be required to identify statutory or regulatory provisions in the relevant legislation that impede their abilities to implement a School-to-Work program and to submit their requested waivers to the appropriate Department. States must also waive similar requirements in state law. Waivers will not be granted to any provisions affecting an existing's programs essential purposes or goals, eligibility, allocation of funds or safeguards.

Some examples of waivers are:

- Currently the JTPA summer youth employment and training program limits the use of funds to the summer or other vacation periods. A waiver of this requirement would provide greater flexibility and allow these funds to be used in School-to-Work programs during the school year.
- The JTPA state set-aside for education coordination provides that only 20 percent of funds may be reserved for coordination activities. In the initial stages of a School-to-Work program, a larger portion of funds might be required to coordinate the development of the programs. A waiver could help achieve this.
- A waiver to the Carl D. Perkins Vocational Education Tech-Prep program's consortia requirement would allow states to require employers, labor organizations, and other appropriate parties be added as equal partners with secondary and postsecondary educators. This waiver would make it possible for a Tech-Prep consortium to serve as a School-to-Work partnership.

Question:

What is the relationship between the National Skill Standards Board and the skill certificate awarded by the states?

Answer:

Skill standards provide a valuable framework for developing meaningful School-to-Work programs. They ensure that quality requirements are met and that the skills taught are relevant to occupational areas. A certificate provides a student who has successfully completed a School-to-Work with a portable credential of mastery and competence that can be recognized by industry nationwide.

Skill certificates are intended to be "national" in character to maximize portability and unify training activities. However, because we believe that skill standards must be voluntary (to better ensure true adherence and to distinguish between this effort and a regulatory requirement), we must be careful not to mandate that states, localities and companies use only the national skill standards. We certainly hope, however, that the national standards will become "state of the art" and the preferred choice -- and we have included incentives for this.

The School-to-Work initiative would require that completion of the program results in receipt of a skill certificate. These certificates must take into account the work of the National Skill Standards Board, and the criteria established under "Goals 2000: Educate America Act."

During the time the National Skill Standards Board is developing its skill standards, a state could issue parallel certificates that take into account the work of the Board and the criteria the Board must follow. Once the Board is in place, the skill standards and certificates achieved in a School-to-Work program could be identical to the ones developed through the national skill standards system and endorsed by the National Board.

Question:

What will be the size of the state and community grants?

Answer:

The proposed legislation specifies that "the Secretaries shall establish the minimum and maximum amounts available for an implementation grant, and shall determine the actual amount granted to any state based on such criteria as the scope and quality of the plan and the number of projected participants."

We plan to establish ranges for individual state proposals and to then follow a competitive process to both identify the best proposals and determine the amounts to be awarded. States will determine the size of the grants that they distribute to their local communities. The size of direct federal grants to localities will be determined by a process similar to the one used for state implementation grants.

Question:

Who will receive the development and implementation grants at the state level and administer the School-to-Work systems? Who will receive local grants and administer the School-to-Work program at the local level?

Answer:

At the state level, the legislation does not prescribe who submits applications, receives grants, or administers the School-to-Work system. Instead, the initiative fosters cooperation among the major state stakeholders and permits them to design and administer a system appropriate to the state. The legislation does require that the Governor, the chief state school officer, and the state agency officials responsible for employment and training, economic development, and postsecondary education collaborate in the planning, development and implementation of the state School-to-Work system. These officials will determine what organizational and operational arrangements will be the most effective for achieving the purposes of the program in their state and will describe these arrangements in their applications for Development Grants and Implementation Grants.

The same flexibility exists at the local level. The legislation provides for "partnerships" to be responsible for local School-to-Work programs. Partnerships must consist of employers, public secondary and postsecondary educational institutions, and labor organizations or employee representatives. They may also include community-based organizations, rehabilitation agencies, registered apprenticeship agencies, local vocational education entities, local government agencies, parent organizations, teacher organizations, and Private Industry

Councils. These organizations together -- representing a broad cross-section of the community -- will decide such things as what organization will be responsible for grant funds and how the connecting activities will be accomplished.

Question:

How many states will be awarded implementation grants in the first year of the program?

Answer:

We expect a relatively small number of states will receive an Implementation Grant in the first year, with increasing numbers in the following years. Within 4 years, however, we expect every state will have received an Implementation Grant. Developing a high quality, universal system of School-to-Work programs is a complex and challenging undertaking. We want to move quickly to assure that students everywhere have the opportunity to prepare for high skill, high wage jobs. At the same time, we must make sure that School-to-Work systems and programs are planned and developed carefully and deliberately to build in quality and to establish participation of the many stakeholders in the community who can help achieve the desired results.

The strategy for establishing a universal, high quality School-to-Work system recognizes that states are in different stages of developing a School-to-Work system. Therefore, we anticipate providing implementation grants to states in several waves, depending upon their readiness to undertake broad-scale change and depending on the amount of funds appropriated for the School-to-Work Transition Act. This strategy permits less experienced states to learn from the activities of "leading edge" states.

Question:

If the Departments of Education and Labor can begin the School-to-Work initiative under the existing authority of the Carl Perkins Vocational Education Act and the Job Training Partnership Act, why is new legislation and a new funding source necessary?

Answer:

The growing gap in earnings between high school and college graduates, the high unemployment rate among teenagers, and growing international competitiveness pressures make it essential that we begin immediately to build a universal School-to-Work system. The demonstration authority of the Carl Perkins Act and JTPA will permit all states to get started in FY 1994. But demonstration authority is relatively narrow and is more appropriate to funding limited, short-range projects. New legislation is required to develop a truly national framework which includes the full complement of services and assistance appropriate to the federal-state-local partnership that is being created.

MEMORANDUM TO THE SECRETARY

THROUGH: Anne Lewis
FROM: Jody Franklin
DATE: July 30, 1993
RE: STW Talking Points

OVERVIEW

- The Administration's economic plan is good for our economy and good for working families. With the largest deficit reduction and largest spending cuts in history, this plan will help our economy grow and create millions of new jobs by freeing resources for private sector investment.
- As a nation, we need to prepare America's young people for those jobs by equipping them with the skills they need to move into jobs.
- Within the Administration's budget is funding to develop a national network of local systems to do just that -- prepare our young people for the jobs of the future.
- Our goal is to do a better job preparing our nation's young people so that they can get better first jobs that put them on a career track that is satisfying to them and allows them the financial security they need to support themselves and their families. We will do this by promoting ongoing community ownership of the system for bettering young Americans' career opportunities -- not by creating another top-down, permanent federal program.

THE PROBLEM

- Seventy-five percent of America's young people do not earn a four year college degree. Yet, today's economy and the changing nature of work are reducing the need for less-educated workers and increasing the demand for workers with problem-solving skills. The low-skill, high-paying manufacturing jobs that once provided decent employment for relatively unskilled workers no longer exist.
- As a result, the wages, benefits, and working conditions of Americans without college degrees are rapidly eroding. The negative impact of this on the performance of U.S. firms is substantial and the consequences to young, unskilled workers and their families are devastating.

- Many of our young people are not equipped with the basic academic and occupational skills needed in an increasingly complex labor market. Many other industrialized countries have well-designed, coherent programs to guide youth into promising technical careers and arm them with the necessary skills while they are still teenagers. The United States does not.
- Our lack of a national school to work assistance program -- and appropriately trained workers -- has tremendous costs to business and long-term consequences for the economy. Because businesses lack more highly-skilled workers, their productivity suffers and, in turn, our economy as a whole suffers. This puts the United States at a competitive disadvantage in today's global economy vis-a-vis Japan and Germany, for example.

PROGRAM PRINCIPLES

- Through the DOL and DOE School to Work Opportunities Act of 1993, young Americans will participate in programs that integrate learning in the workplace with learning in school. Equipped with a strong academic and occupational foundation and real-world work experience, students will receive industry-recognized skills certification; this certification will open previously closed doors to a high-skilled, high-wage career track or further education or training.
- Too often, our students don't understand that what they are learning in school relates to the work they will perform when they get a job. Yet, when they participate in a program of this kind, those connections will be made and learning will become more meaningful to them.
- From a parent's perspective, this program offers peace of mind that their kids will be given the foundation for a good career and a high-paying job.
- From an employer's point of view, this program offers the opportunity for business to join with educators to ensure that they will have access to skilled workers who will enable them to be competitive in the global economy.
- And, teachers will have the satisfaction of both seeing their students actively engaged in their learning and knowing that their students value what they are doing in school.

THE PROPOSAL

- The initiative will create a high quality, national network of local systems in every state for helping students make the transition from school to good jobs. Programs will include the following:
 - * work-based learning which makes their classroom instruction relevant to the workplace and gives them the opportunity to learn in the workplace, for

example, through paid work experience and structured training and mentoring at the worksite;

- * school-based learning which provides instruction designed to meet high academic and occupational standards; and

- * the glue to connect them -- that is, case management, outreach to the many parties involved in making the programs work, and technical assistance to help schools and businesses build the best possible systems to support the programs.

- Our initiative allows flexibility so that programs will fit local needs and can respond to changes in the local economy and labor market. There are plenty of state and local success stories; our proposal will build on these successes. The federal government will provide "venture capital" to states and local communities so that they can design and implement solutions to their own particular need and situation.

- Completion of the program will result in industry-wide skills certification recognized by businesses across the country.

- The system requires -- and, for its success, depends on -- the active involvement of business and community leaders, labor and educators.

- All states will have open to them a number of ways to create these systems with federal support:

- * development grants to states to start a comprehensive system;

- * five year implementation grants for states to begin operation of school to work programs; and

- * waivers of certain regulatory requirements of other federal job training and educational programs to facilitate the use of federal funds for school to work programs.

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

Dear Mr. Speaker:

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

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

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

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

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

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

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

Our proposal is not a top-down, one-size-fits-all Federal solution, but an effort to stimulate State and local creativity through three intertwined mechanisms:

(1) development grants for every State to design a detailed strategy for implementing a comprehensive School-to-Work system; (2) implementation grants for States ready to begin operation of its new school-to-work system; and (3) waivers of certain statutory and regulatory provisions from other Federal job training and education programs that may impede a State's or community's ability to implement its School-to-Work program. Implementation grants will be awarded on a competitive basis in "waves" so that lessons from the leading-edge States will inform the efforts of others.

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

It is urgent that we move forward quickly on this initiative. As we begin constructing School-to-Work systems, our international competitors not only already

DRAFT

have such systems, but they are moving to strengthen them. It will not be enough for us to catch up with them. We must create bridges that will enable our young people and our businesses to leapfrog the competition. We urge the Congress to give the bill prompt and favorable consideration.

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

Sincerely,

Robert B. Reich
Secretary of Labor

Richard W. Riley
Secretary of Education

Enclosures

School-to-Work Implementation Plan

Introduction: The Implementation Strategy is designed to provide States with the support and funding needed to develop school-to-work transition programs as rapidly as possible. Federal monies are intended to --

- Finance program start-up costs, not maintenance of existing efforts.
- Leverage other locally available funds, including DOL/ED programs.
- Underwrite the extraordinary expenses of establishing locally-based permanent relationships to improve access to primary labor market jobs, recruit employers, organize training collaboratives, and develop partnerships among schools, businesses and workers.
- Supplement other Federal, State, and local funds available for curriculum development and reform, among other activities.

The Strategy encompasses Development grants, Implementation grants and waivers. The **Development grants** will be provided in October 1993 to all States to commence activities that precede actual implementation. These grants will be extended and funds added until such time as implementation begins. The **Implementation grants** are for States that are ready to begin operation of a new school-to-work system. The strategy recognizes that--

- Not all States will be prepared to undertake broad-scale change that cuts across categorical approaches at the same time. Because of this, individual State implementation will be staggered in four separate waves over four years. Leading edge States will be identified through a competitive process and will pioneer the way for the other States.
- Although program start-up will be staggered, each State will eventually receive a five-year implementation grant. The amount of grants will decline over the last three years with the expectation that States will maintain programs and begin new efforts using other available funds. As a result, Federal budget requests for School-to-Work funds will decrease over time.

- Waivers to the regulatory provisions of a number of Federal education and job training programs will permit the School-to-Work system to come more quickly to meaningful scale. States with an approved plan may request waivers from the Secretary of Education or the Secretary of Labor to facilitate the use of Federal funds from other sources in the implementation of the School-to-Work system.
- A number of communities that will be prepared to undertake such a program, may be in States that will not be ready. Funds will be set aside to finance Local Programs on a competitive basis until their States begin implementation.
- The challenges and costs of building an effective system in urban and rural areas characterized by high unemployment and poverty are substantial. Additional resources will be targeted to these High Poverty communities and awarded through a separate competitive process.
- While it is inappropriate for the Federal government to build a school-to-work system through a top-down federally mandated solution, there is, nevertheless, a need for a strong Federal presence and partnership through a National Program of research and development, evaluation, and technical assistance.

Locally, a three-pronged approach is proposed for getting community school-to-work systems to scale.

- Designing and starting new programs patterned on the youth apprenticeship model begun in recent years. These new programs would contain all essential elements specified in the proposed legislation.
- Enhancing existing school-to-work programs that have some but not all desired elements. These existing models include career academies, career magnet schools, co-op education programs, and tech prep programs.
- Building structured work-based learning, industry certification, and post-secondary connections into existing part-time jobs in the youth labor market.

STATE & LOCAL IMPLEMENTATION SCHEDULE

Oct 1993	July 1994	July 1995	July 1996	July 1997	July 1998	July 1999	July 2000	July 2001	July 2002
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<u>State Development Grants</u>										
Wave I States	██████████									
Wave II States	██████████									
Wave III States	██████████									
Wave IV States	██████████									

<u>State Implementation Grants</u>										
Wave I States		██████████								
Wave II States			██████████							
Wave III States				██████████						
Wave IV States					██████████					

<u>Local Implementation Grants</u>										
Wave II States		██████████								
Wave III States		██████████								
Wave IV States		██████████								

School-to-Work Transition Legislative Background Briefing

Ten Questions Reporters are Likely To Ask

1. With such a small amount of money, how do you expect to build a system in every state?
 - A. Our money will be used to leverage other funds, including money from the Perkins act, JTPA, and state and local program funds. And many states are already moving in this direction. The bill will provide seed money to states to accelerate efforts already begun and to other states to begin the process.
2. Isn't this just another unfunded mandate from the federal government?
 - A. This initiative does not require states to build such a system -- it provides funds for states that voluntarily decide to develop such a system. However, we believe it is in the best interests of every state to develop a system that adequately prepares workers for the modern workplace and for current jobs needed by the American and global economies. This initiative will provide venture capital to give states a push to develop a comprehensive, coordinated system that is widely available to students moving from secondary school to the workplace.
3. How many students do you expect will participate?
 - A. These programs are supposed to roll out over a five-year period. We expect 30% of every entering high school class to take part, so that by the year 2000, between two and three million students will have participated.
4. Isn't this just an expansion of the existing system?
 - A. No. In fact, the type of programs called for in this legislation represent a marked change from what is generally in place. Very few students are actually involved in the kind of innovative high quality programs that are critical to this work-based learning reform effort.
5. What if there aren't any jobs waiting for students once they complete a program?
 - A. States and communities will be asked to do a labor market analysis when they apply for program funds, and the occupational areas they focus on should reflect local needs. It should also be flexible enough to respond to changes in the labor market and the local economy.

6. What are you going to do to ensure that this program doesn't just serve students in the middle, but really helps the bottom fourth of students -- those students that are really in trouble in school?
 - A. We have a two-pronged effort to ensure that students at the bottom are served: (1) In their application for funds, states and communities would have to include specific strategies to meet the needs of targeted groups of students -- including women, dropouts, and students with special needs; and, (2) The legislation includes a special stream of funds channeled to urban and rural areas of high poverty.

7. Isn't this just another track that narrows opportunities for some young people?
 - A. No, this initiative is performance and outcome-based. Instead of foreclosing opportunities, it opens up new ones. All students would be held to the same high standards as developed under GOALS 2000. It is designed as another way to get to the same outcomes as students who go on to postsecondary education. By integrating classroom learning with vocational courses, and linking academic studies with the work world, it is also intended to help those kids who might have floundered after high school or dropped out altogether. Successful completion of the program would lead to both a high school diploma -- benchmarked to high academic standards -- and a skill certificate -- a portable credential defined by employers in partnership with labor.

8. How does the school-to-work transition legislation relate to GOALS 2000?
 - A. GOALS 2000 provides the framework for academic standards and skill standards. The school-to-work system is consistent and expected to be part of the GOALS 2000 plan. It provides funds to pursue a comprehensive strategy to meet these standards. School-to-work provides for curriculum and staff development that would be complementary to that called for in GOALS 2000. We would expect the planning and development of both plans to be done by many of the same high level state and local officials, because both call for broad-based collaborative efforts. And both plans would be reviewed by the Department of Education, so we will be able to guard against duplicative or radically different approaches.

9. What is the incentive for businesses to get involved, after all, so many firms are downsizing now?

A. Many businesses -- especially small and mid-sized companies -- have shown tremendous excitement about this program. They're concerned about competing with international investors and know that it's vital to get the workers they need. This money is designed to help develop employees with those sorely needed skills. One of the priority uses of funds would be to develop the work-based learning component by assisting businesses in the implementation of activities needed to link the worlds of school and work.

10. The federal government has 100 programs in job training. Isn't this just another one?

No, on the contrary, it will make waivers available for states to apply for that will make it possible to either combine some monies of the other programs or waive some of those programs' requirements. These waivers will remove some impediments and blocks to developing a comprehensive, well-coordinated system. It will not replace or compete with efforts in the other programs.

11. In this time of budget constraint, when the President's overall budget initiatives are being trimmed down to the core, is this really the time to add yet another program? And where is the money going to come from?

A. Investment in the education and training of America's youth was one of President Clinton's highest priorities, and even with the budget constraints under which we are operating, he has made room to support this initiative. We can't afford to wait any longer to support this effort -- our international competitors have already taken steps to improve efforts they established long ago.

E X E C U T I V E O F F I C E O F T H E P R E S I D E N T

27-Oct-1993 12:19pm

TO: (See Below)

FROM: Jeffrey L. Eller
 Office of Media Affairs

SUBJECT: Where to get the legislation and the book

October 27, 1993

TO: Interested Parties

FR: Health Care Delivery Room

**RE: WHERE TO GET:
HEALTH CARE REFORM LEGISLATION
and HEALTH SECURITY, THE PRESIDENT'S REPORT TO THE
AMERICAN PEOPLE**

The President's **Health Security Act**, legislation to reform America's health care system to guarantee every American comprehensive health care benefits that can not be taken away, will be released at Noon today (10/27). The President's letter to The Honorable Thomas S. Foley, Speaker of the House of Representatives, and to The Honorable George J. Mitchell, Majority Leader of the United States Senate, will also be released at that time. Additionally, The **President's Report to the American People**, describing the President's

plan for health security for every American will be made available today.

These documents are immediately available from a wide variety of sources and technologies as listed below:

TELEPHONE:

**U. S. Government Printing Office
783-3238**

(202)

The White House Bill
(1300 pages)
order # 040-000-00634-6
The cost is: \$45

The President's Report to America
order # 040-000-00633-8

The cost is: \$5

Books will be in stock at the GPO bookstore, 710 North Capital Street NW, after 12 noon today (10/27/93). Or you may order from the GPO via phone with VISA or MASTER CARD. Normal delivery time is two to four weeks. Express delivery is an extra cost option.

National Technical Information Service(703) 487-4650
NTIS(800) 553-NTIS

President's Report to America
PB94-102860
The cost is: \$5

The Health Security Act
PB94-102878
The cost is: \$45

Normal delivery time ranges from overnight, at an

additional charge, to one business week.

COMPUTER ACCESS:

**Americans Communicating Electronically
ACE**

Via the Internet, please send a message to:

health@ace.esusda.gov

You will be sent back an email message, the Health Care
FAQ, listing many electronic sources and methods for
retrieving Health Care Information at no charge.

FedWorld Bulletin Board

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GENie
MCI

Distribution:

TO: Sheryll D. Cashin
TO: Manager Infomgt

States, rather than the federal government, develop minimum standards for marketing practices for supplemental insurance.

Authority to certify health plans is clarified to reside in states rather than National Health Board.

In relation to the state role:

A state that wants to establish a single-payer system is not required to seek numerous federal waivers. Medicare - health plan

C) Increase choices for consumers

Every health plan will have to offer a "point-of-service" option, meaning that patients will have the opportunity to seek care from a physician or other provider who does not participate in the plan.

Even HMOs will have a "point-of-service" option, although exercising the option will cost consumers more than using physicians within their network.

The number of fee-for-service plans available in an alliance is unlimited.

All patients will be guaranteed the opportunity to seek specialized care at academic health centers.

Obstetricians and gynecologists are now considered among primary care physicians, responding to women patients who often use ob-gyns for primary care.

D) Small business discounts. *draft*

In the ~~"draft"~~ document, discounts were available to employers of up to 50 workers. Discounts varied with average wage, up to \$24,000. Discounts now apply to employers of up to 75 workers and vary with size and average wage. This is to provide adequate protection with a smooth transition as companies grow in size. This will enable small businesses to continue to thrive and create jobs.

Building in Fiscal Prudence

1. Increased Cushion

THE HEALTH SECURITY PLAN

SUMMARY OF CHANGES

(KEY)

CHANGES TO THE POLICY

The Health Security Plan President Clinton presents to Congress has been since the 247 page policy document was leaked to the press almost two months ago, there have been changes in the proposed policy that you will notice in the legislation. Careful attention to the changes since an early draft of the plan was previously made public. The legislation that will be passed - changes and clarifications included in the legislation.

- Most of the changes were designed to achieve the following goals:
- A) ~~Make the financing estimates as conservative as possible~~ *To ensure the most responsible financing*
 - B) ~~Achieve reform with a minimum of bureaucracy and regulation~~ *To minimize regulation in a health care system that relies on the private sector*
 - C) Increase choices for consumers
 - D) ~~Protect more small businesses~~ *More protection for*

Here are the changes that were made to achieve these goals. *Key* include:

- I. ~~Make the financing estimates more conservative, make sure we have the revenue we need before we add additional benefits, and ensure overall fiscal responsibility.~~ *To ensure the most responsible financing, ensure the revenue needed is available*
 - 1) Long-Term Care Phase-In. Originally, ~~we had planned to phase in the new long-term care home and community-based services program over 5 years, fully phased in by 2000.~~ *we had planned to phase in the new long-term care home and community-based services program over 5 years, fully phased in by 2000.* *Now, we will phase in over 7 years, fully phased in by 2003. This will reduce the need for new revenue in the short term -- waiting until we achieve savings from the system before we fully phase in the benefits.* *benefits are fully phased in.* *and would be phased in* *and* *in the legislation*
 - 2) State Phase-In. Initially, ~~we had assumed that most states would be in the system by 1996, assuming passage of a bill in 1994. Now we assume that although many states are likely to be in by 1996, all states are not likely to be in until the end of 1997.~~ *we had assumed that most states would be in the system by 1996, assuming passage of a bill in 1994. Now we assume that although many states are likely to be in by 1996, all states are not likely to be in until the end of 1997.* *The plan* *The legislation*
 - 3) Deficit Reduction. ~~Our initial estimates predicted that the Health Security Act would reduce the deficit by \$91 billion from 1995 to 2000. While the exact final number has not been determined, the deficit reduction generated by the Health Security Act will be at around \$60 billion.~~ *Our initial estimates predicted that the Health Security Act would reduce the deficit by \$91 billion from 1995 to 2000. While the exact final number has not been determined, the deficit reduction generated by the Health Security Act will be at around \$60 billion.* *The legislation*
 - 4) Inflation Adjustment: The initial health care numbers ~~were done with the inflation assumptions from the January 1993 CBO numbers, which was 2.7%. We have now changed them to 3.5% to reflect the Administration's Mid-session report. The CBO mid-session is 3.1%. While our preference is to use our own numbers, we especially wanted when it would reflect the most conservative assumptions.~~ *were done with the inflation assumptions from the January 1993 CBO numbers, which was 2.7%. We have now changed them to 3.5% to reflect the Administration's Mid-session report. The CBO mid-session is 3.1%. While our preference is to use our own numbers, we especially wanted when it would reflect the most conservative assumptions.* *used* *The legislation uses* *inflation rate set* *set? predicted? inflation at* *inflation figure*

5) Increased Cushion. The draft plan included a 10% contingency or "cushion" as a safeguard in estimates of the projected cost of discounts provided to small businesses and low-income families. The Health Security Act increases that cushion to 15% to create a stronger safeguard. In other words, the amount of money needed for discounts to small businesses and individuals was calculated based on the best data available -- and then 15% was added to that calculation as a safeguard. The cushion is a vital element in the financial projections of the cost of implementation under the Health Security Act. The base projections of the cost of discounts were determined by estimates of the number of people and employers who will be eligible for discounts and the size of the discounts they will receive.

6) Cap on Federal Spending for Discounts. The Health Security Act provides solid estimates of the federal costs for discounts provided to businesses and low-income families and have added a 15 percent cushion to ensure that sufficient funds are available. However, the commitment in the Health Security Act to provide discounts is not an open-ended obligation. The Act establishes an annual cap on federal spending for discounts. The Health Security Act creates a direct system of accountability. If at any time it appears that the cap is likely to be exceeded, the President must submit a proposal to the Congress to bring funding and expenditures into balance within 30 days. Under the Health Security Act, an expedited process is provided for Congress's consideration.

should we have a pocket?

To minimize regulation
B) ~~Make the whole system less regulatory and bureaucratic~~

Health Alliances

In order to limit the regulatory power of the alliance, keeping it as a mechanism to promote competition and protect the consumer, the following changes were made:

1) Other than failure to meet standards of quality and financial solvency, the only basis on which an alliance may reject a health plan is if its premium is more than 20 percent higher than the average of the other plans in the area. (Actually, in today's market, a span of premiums that is broader than 20 percent only restricts outliers. -- what does this mean?)

2) Alliances are defined as non-profit corporations, not state agencies (check this) 2

3) Alliances may not conduct a bidding process to select and limit the number of fee-for-service plans offered. Alliances will offer as many fee-for-service plans as meet qualifications -- not limit the market to three. Alliances do not have the power to decide that a fee-for-service plan is not financially viable in an area, but may reject a plan, a state

and will

above if its premium is more than 20% higher than the average of other plans in the area.

4) Alliances may no longer decline to contract with plans because their proposed premium would "cause the alliance to exceed budget targets."

The health alliances ?
Health alliances will, in effect, take on roles similar to ~~major corporate benefits offices~~. Designed to encourage competition, ~~these alliances~~ pool the purchasing power of consumers and give them more buying clout. Run by boards of consumers and employers, alliances will contract with and pay health plans, guarantee quality standards, provide information to help consumers choose plans, and collect premiums. The largest corporations -- those employing 5000 workers or more -- have the option of continuing to self-insure their employees or joining regional alliances. For the consumer, particularly people who work, the local alliance will be largely invisible. It will help you get good prices on insurance, but you'll still sign up for health coverage at work.

The alliance is not an untried model. The Sacramento Bee recently published an editorial about the virtues of the alliance, citing the example of a California model. "It (the Health Insurance Plan of California) shows that purchasing pools can structure insurance markets, hold down costs and offer consumers a wide choice of health plans with a minimum of administration or red tape. Such alliances belong at the center of any health reform Congress adopts." (Sacramento Bee, 10/14/93)

2) Reducing the role of the federal government

National Health Board

Originally, the Board was established as an independent agency. Now the Board will be more like a board of directors, much like the Federal Reserve Board, *and*

not bold
~~The National Health Board is described as a board of directors,~~ more clearly defining it as a steering committee rather than an operating agency.

Several of its functions -- such as oversight of the quality assurance system -- are transferred to public-private partnerships and advisory committees.

April The Board's role in establishing baseline premium targets is also redefined as oversight, rather than actually calculating budget targets for every alliance.

? The concept of regional councils to allocate medical residency slots is eliminated. In its place, the National Council on Graduate Medical Education, a council composed of medical educators and others, will allocate slots.

also The board is no longer responsible for developing rules for cost sharing and supplemental insurance in corporate alliances.

TO: Joan Baggett
FROM: Rosalyn Miller for Carol H. Rasco
DATE: October 8, 1993
RE: Invitation from Governor McKernan

Carol would like to have your feeling on this invitation TODAY if possible. Although Governor McKernan is a republican governor, he is the chair of the National Education Goals Panel (NEGP) and has been a real help on health care reform. Carol sees this as an opportunity to do a courtesy for him.



STATE OF MAINE
OFFICE OF THE GOVERNOR
AUGUSTA, MAINE
04109

JOHN R. MCKERNAN, JR.
GOVERNOR

FAX: (207) 287-1034
OFFICE: (207) 287-3531

OFFICE OF GOVERNOR MCKERNAN
TELECOPIER INFORMATION FORM:

SENT TO: CAROL RASCO / ROSALYN MILLET

FROM: GOVERNOR JOHN MCKERNAN

EXT. _____

DATE: 10/7/93 TIME: 12:00 Noon

NUMBER OF PAGES (INCLUDING THIS ONE): 5

COMMENTS:

Please deliver ASAP

If this page does not transmit properly, please contact the Governor's Office as soon as possible. We will be happy to forward another copy.
To contact the office directly, please dial (207) 287-3531.



STATE OF MAINE
OFFICE OF THE GOVERNOR
AUGUSTA, MAINE
04898

JOHN R. MCKERNAN, JR.
GOVERNOR

October 6, 1993

Carol H. Rasco
Assistant to the President
The White House
Washington, DC 20500

Dear Carol:

It was good to see you last week during the Goals Panel announcement. I am glad that both you and Dick Riley were able to participate, and appreciate your continuing leadership on the goals issue.

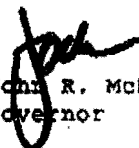
I am writing to see if we could lure you to Maine for a very good cause. Jobs for Maine's Graduates, our local affiliate of the national Jobs for America's Graduates system, is holding its first annual meeting as a private, not-for-profit corporation. JMG has found outstanding success in serving at-risk young people with its programs, and this year will expand to 50 Maine high schools -- serving close to half of all of our school districts.

The annual meeting will be held on Thursday, October 28, and we would like you to visit Augusta as our guest and as the featured speaker. The program will include a luncheon from 12:00 Noon to 2:30 p.m., immediately followed by a News Conference. If you are able to attend, we would like you to speak on the President's vision for school-to-work opportunities nationally, particularly in the context of JAG's successful model.

I hope you will be able to join us for the day, and will be happy to arrange a visit to a JMG school if you wish. You may contact me directly, or call Dave Lackey of my staff at 207/287-3531 for more information.

Your participation will mean so much to us, and will be a good opportunity to showcase the President's school-to-work legislation here in Maine. I'll look forward to hearing from you.

Sincerely,


John R. McKernan, Jr.
Governor

JRM/wdl
Attachment(s)



TO: Bill Galston

FROM: Rosalyn Miller

DATE: October 8, 1993

RE: Invitation from Governor McKernan

Bill, Carol would like to have your feeling on this invitation. She thinks this would be a perfect opportunity do a courtesy for Governor McKernan as chair of the NEGP. She also wonders if you'd have any reservations ~~on~~ ^{about} her speaking on this topic.

Carol -

This is indeed a fine opportunity, and I would recommend accepting it if it fits your schedule.

I cannot imagine why I'd have "reservations" about your speaking on this topic - or any other with which you feel comfortable.

FYI - The President has written a cordial but general letter to McKernan + Jobs for America's Graduates.

The program has some strengths, but also some question-marks. I would recommend emphasizing the President's bill but going light on JAG-specific issues.

WAS



STATE OF MAINE
OFFICE OF THE GOVERNOR
AUGUSTA, MAINE
04833

JOHN R. MCKERNAN, JR.
GOVERNOR

October 6, 1993

Carol H. Rasco
Assistant to the President
The White House
Washington, DC 20500

Dear Carol:

It was good to see you last week during the Goals Panel announcement. I am glad that both you and Dick Riley were able to participate, and appreciate your continuing leadership on the goals issue.


I am writing to see if we could lure you to Maine for a very good cause. Jobs for Maine's Graduates, our local affiliate of the national Jobs for America's Graduates system, is holding its first annual meeting as a private, not-for-profit corporation. JMG has found outstanding success in serving at-risk young people with its programs, and this year will expand to 50 Maine high schools -- serving close to half of all of our school districts.

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Sincerely,



John R. McKernan, Jr.
Governor

JRM/wdl
Attachment(s)



JOBS FOR MAINE'S GRADUATES

PROGRAM OVERVIEW

A PARTNERSHIP BETWEEN THE PRIVATE AND PUBLIC SECTORS

Leaders from government, business, education and community service organizations are working together to help ensure that Maine's at-risk young people stay in school and gain the skills and motivation they need to graduate and find a quality job. In 1992 Governor John R. McKernan, Jr. and the State Legislature committed valuable resources to implement a school-to-work transition program in the State of Maine. This program - Jobs for Maine's Graduates (JMG) - is based on a nationally successful program called Jobs for America's Graduates (JAG).

JMG will become an educational not for profit corporation July 1, 1993 but is currently administered through the Department of Labor. The program is supported by public and private sector contributions and operates in twenty schools in seventeen communities throughout the state.

MEETING THE NEED

JMG seeks to provide Maine's young people with the motivation and skills they need to stay in school, graduate and to become productive citizens.

For half of America's youth, college is the bridge between high school and a career. For the non-college bound however, the bridge is often unemployment or underemployment.

JAG, which now operates in twenty-two states and serves 24,000 at-risk young people, was designed to meet the needs of these non-college bound students. The program focuses on helping them succeed in school and make a smooth transition into the workforce.

THE PROGRAM

Key components of the JMG program:

- * The employment of "Job Specialists" at each high school who take responsibility for 20 to 40 students who are at risk of dropping out of school (OAP) not graduating and being unemployed.
- * Instruction provided through a four day a week credit class focusing on 37 employability competencies. These competencies were developed with private sector assistance to assure participants can meet workforce requirements upon graduation.

- * Student participation in the Maine Career Association, a highly motivational youth organization which helps students develop the self-confidence and leadership skills necessary to succeed in the workplace.
- * Provision of remediation and basic skills education drawn from available resources in the school and the community.
- * Intensive job development activities to secure employment opportunities that are related to participants' career interests.
- * Provision of nine months follow-up after graduation to support both students and employers during the early transition period.

FUNDING AND EXPANSION

Funding for JMG comes from a variety of sources. The 1992 State Legislature granted support for the expansion of the program through June 30, 1993. JMG also receives support from the Department of Labor's Bureau of Employment & Training Programs and the Department of Education.

JMG's success story of helping at-risk youth has spread across the state and now many more schools would like to participate in this program.

Schools currently offering JMG programs are:

Belfast Area High School	Biddeford High School
Calais High School	Caribou High School
Deering High School	Edward Little High School
Gardiner Area High School	Lincoln Academy
Machias High School	Mount View High School
Nokomis High School	Oxford Hills High School
South Portland High School	
	United Technologies Center
	Lewiston Regional Technical Center
	Westbrook Regional Vocational Center
	Southern Arcoostook Vocational Education

There are currently more than 50 schools interested in being a JMG partnership member.

POSITIVE RESULTS: HIGH STANDARDS

The success of the program is evaluated on the basis of meeting the performance standards as specified by the JAG Model and by those standards approved by the JAG Board of Directors. These standards include:

- * 90% of the seniors must graduate or receive their GED Class of 1991 98% graduation in Maine

- * 80% of the seniors must be either on the job, in the military, or in post secondary education/training programs within nine months of the normal graduation period.
Class of 1991 achieved a 95% positive outcome in Maine.
- * 60% of the graduates must be on the job or in the military (75% of those placed on the job must be in full-time positions).
- * 70% of all non-seniors must return to school.

JMG, together with JAG, has implemented an extensive data collection and research analysis system to verify all aspects of performance. In addition, technical assistance and on-site monitoring is provided throughout the year to guarantee compliance with the model.

SUMMARY

By joining together, leaders from government, business, labor, education and the community are helping at risk students overcome barriers to graduation from high school. These students are being prepared with the skills, confidence, and knowledge they will need to be successful citizens.

Broad-based public and private sector support for this school to work transition model is a strong indication of its ability to deliver direct and measurable improvements in public education outcomes and youth employment.

Both sectors are now encouraged to be more directly involved in all aspects of the Jobs for Maine's Graduates program. Involvement can include membership on the Board of Directors, providing leadership and guidance to staff on financial and programmatic issues, serving as guest speakers during career association activities, and by considering JMG graduates for entry level employment.

JMG is working to integrate the program into Maine's education and economic development strategies in hopes of producing a trained and motivated workforce.

We hope to secure your involvement and support.

FOR FURTHER INFORMATION, CALL OR WRITE:

**JOBS FOR MAINE'S GRADUATES
P.O. Box "M"
Augusta, Maine 04332
(207) 287-3375**

MAINE YOUTH APPRENTICESHIP PROGRAM

- * Program details and background in MYAP folder.
- * Maine's program won the Council on Chief State School Officers "Implementation Grant" in 1992, as well as a Phase I Department of Labor Grant in that same year.
- * The National Alliance of Business awarded Maine the "School to Work Program of the Year" award on Monday, 10/25/93. Governor McKernan accepted the award in person. (Maine won NAB's "state of the year" award in 1989 for overall human resources programs)
- * Maine's program is unique in several ways from other models being tested around the country:
 - * First, youth apprenticeship is built directly into the school structure. This IS education reform ... and it affects every aspect of our children's schools. Rather than building "new" schools to train apprentices, we make use of the outstanding talent that's out there -- only focus it on something novel when you're training workers: the needs of businesses!
 - * Second, our program is a true partnership, built with all of the stakeholders at the table and designed by consensus. Key participants include our technical colleges, which house the statewide program and provide a year of college; our state departments of education, labor, and economic development; and the myriad private stakeholders, from the AFL-CIO, to the apprenticeship council, to the Maine Teachers Association. All are united behind youth apprenticeship because they believe the program makes so much sense.
 - * And perhaps most important, the program builds on our impression that college is important to success -- because after all, college is important. The program includes an integral "13th" year of school (based at the technical college), during the 3rd year of the apprenticeship, when students can obtain a year's study and credit at a technical college without cost to the student. That's a radical transformation of our education system -- and it has captured the imagination of educators, parents and business people alike.
- * Basic information and an overview of the program is included in the MYAP folder, but it would be particularly helpful to explain how Maine's program will link in with the Clinton Administration's "School to Work Opportunities" legislation currently pending in the Congress. (Maine sent a delegation of seven to the joint Dept. of Education and Labor conference in Baltimore in September.)

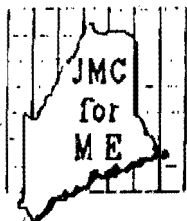
JOBS FOR MAINE'S GRADUATES

Jobs for Maine's Graduates is the state affiliate of Jobs for America's Graduates, Inc., which is a nationwide school-to-work transition organization serving in excess of 20,000 young people each year in 35 states. Governor McKernan is the national Chairman of JAG.

JMG became a private, non-profit corporation following action during the 1993 Legislative Session. The legislation provided both enhanced funding for JMG -- allowing expansion of the program from 20 to 50 schools statewide -- as well as improved independence. The bill creating JMG received broad, bipartisan support. As a result of the legislation, JMG is the only statewide school-to-work transition network in the country established by the Legislature. This legislation is currently being used by other states as a model.

JMG in Maine has several components all designed to enhance the transition from school to work, and to aid especially the students who are most "at risk" of dropping out:

- * 12th grade school-to-work transition -- which is the original "core" of JAG's national model. The 12th grade program has been working for nearly 15 years nationwide; in Maine for about 6 years. The program targets the young people most at risk of dropping out, and provides both rigorous academic counseling and assistance as well as career preparation in areas such as resume writing and "what will a workplace be like?" The program has a success rate of more than 90 percent in Maine, with 80 percent either employed; in post-secondary education; or in the military within a year of graduation.
- * 9th, 10th and 11th Grade Dropout Prevention. This "OAP Program" is a primary focus of JMG in Maine, and in fact Maine's OAP students constitute more than 40 percent of JAG's national research base for this program. The return-to-school rate for these "hardest to serve" students exceeds 97 percent. Maine's program is also the only OAP model in the nation that includes basic academics (i.e., English, math and social studies) in its curriculum.
- * 7th and 8th Grade Career Awareness. JMG will launch a program to serve middle school students with career awareness and additional dropout prevention, becoming JAG's only affiliate with a comprehensive, 7th to 12th grade program in place.
- * Youth apprenticeship -- JMG a crucial connecting role in youth apprenticeship. Students services liaisons -- akin to JMG's "job specialists" -- provide career awareness training in the 10th grade, and then serve as the students closest link with schools while in the workplace. The liaisons work one on one with students and ensure that proper education is provided in the workplace, and that the students remains "connected" with school.
- * Maine received the National Community Service "Youth Engaged in Service" award in July, 1993, reflecting more than 10,000 hours of volunteer service by JMG students during the past school year. Students average more than fifteen hours of individual community service.



Jobs for Maine Graduates, Inc.
Suite 200, 200 Maine Ave.
Farmington, Me, 04344
207-582-0824

FAX TRANSMITTAL COVER

TO: Domestic Affairs Office DATE: 10/30/93

ATTENTION: Rosalyn Miller

FROM: Stephanie Parisien

NUMBER OF PAGES TO FOLLOW: 6

IF YOU DO NOT RECEIVE THE NUMBER OF PAGES INDICATED, PLEASE PHONE AT ONCE.

Please find Carol's itinerary; talking points and a two page introduction to JMG.

Rosalyn, I spoke with Pat on Tuesday regarding the press opportunity. Pat explained that so far, Carol has only agreed to photos for press people. I would also like to know if Carol would be willing to take a couple of questions and/or if she has any announcements to make for press personnel. Susan Shaws, the Executive Director will be accompanying Carol during her visit.

**Draft Itinerary for Carol Hampton Rasco
Domestic Affairs Advisor to President Clinton
Visit to Maine: October 27 - 28**

Wednesday, October 27, 1993

4:10 PM Arrive at the Portland, Maine jetport. Northwest Airline Flight #3633. Will be met by Susan C. Shows, Executive Director of Jobs for Maine's Graduates; John T. Stivers, Regional Manager, and Priscilla Parisien, Operations Manager Susan Shows Car Phone Number: (207)753-8851.

Drive time to the Sheraton Hotel is 8 Minutes.

Address/Telephone: Sheraton Hotel
363 Maine Mall Road
South Portland, Maine 04106
Tel. (207)775-6161
Fax(207)775-0196

5:00 PM Check-In at the Sheraton Hotel

6:50 PM Depart from the Sheraton to Raphael's Restaurant on Market Street in Portland, tel. (207)773-7763. John Stivers will accompany Carol to the restaurant to have dinner with Maine Governor John R. McKernan and Kenneth M. Smith, President of Jobs for America's Graduates.

9:15 PM Ken Smith will accompany Carol to the Sheraton. Ken will also be staying at the Sheraton.

9:30 PM Arrive at the Sheraton Hotel for the remainder of the evening.

Apprenticeship students, staff and guests. A total of 12 people will be attending including Mickey Greene CEO of BCBS. A list of who will be attending will be sent forward.

*Continue draft itinerary for Carol Rasco
Thursday, October 28, 1993*

- 7:45 AM Depart the Sheraton Hotel for Breakfast Meeting at Blue Cross & Blue Shield of Maine, with Ken Smith, Susan Shows and John Stivers. Susan's Car # above. Drive time about 15 minutes.*
- 8:00 AM Breakfast Meeting at Blue Cross & Blue Shield, 2 Gannett Drive, South Portland 04106. Contact at BCBS is Nancy at (207)822-7028. Maine Youth Apprenticeship students, staff and guests. A total of 12 people will be attending including Mickey Greene CEO of BCBS. A list of who will be attending will be sent forward.*
- 9:00 AM Depart Blue Cross & Blue Shield with Ken Smith, Susan Shows and John Stivers for Lewiston Technical Center on East Avenue in Lewiston. Contact is Doris Martineau at #(207)795-4144. Drive time 40 minutes.*
- 9:45 AM Arrive at Lewiston Technical Center and greeted by Dr. Donald Cannan, Director. Dr. Cannan will give Carol, Ken, Susan, Priscilla and John a 15 minute tour of the facility.*
- 10:15 AM Meet with 25 JMG School to Work and Opportunity Awareness students. Three OAP classes from two schools and STW classes from two schools. A press person will be on hand only to take pictures of Carol meeting with the students.*
- 10:30 Carol Rasco, Ken Smith, Susan Shows will meet with students from Edward Little High School in Auburn, Maine at Lewiston Technical Center.*

- 11:30 *Depart from Lewiston Technical Center with Susan Shows, Ken Smith, Priscilla Parisien and John Stivers for Key Bank Plaza in Augusta. Drive time 30 minutes.*
- 12:00 *Arrive at Key Bank Plaza, 286 Water Street, Augusta for Board of Directors function. Contact there is Marge Ferren at (207)623-5590.*
- 12:15 *Photo Opportunity. Pictures with Governor McKernan, Board Members, Ken Smith and Susan Shows. There will be a professional photo for a full Board photo. After the photographs everyone will assemble directly next door in the Director's Dining Room for the luncheon.*
- 12:30 *Joseph Moreshead, Chairman of Jobs for Maine's Graduates, Inc, will introduce the event, as well as special guests: Carol Rasco, Governor McKernan, and Ken Smith.*
- 12:50 *During dessert a Jobs for Maine's Graduates student produced community service video will play for 10 minutes to kick off for activities.*
- 1:00 *The Chair, Joseph Moreshead will stand to introduce Governor McKernan.*
- 1:05 *Governor McKernan will do introductions and speak.*
- 1:15 *Carol Rasco's Keynote Speech.*
- 1:35 *The Chair, Joseph Moreshead stands up, thanks Carol Rasco, the Governor and announces that at 2:00 PM the Board Business Session will take place in the adjoining Director's Room.*
- 1:40 *Press Conference. The press will direct a few questions to Carol Rasco upon her departure from the building.*

- 1:50 *Carol Rasco departs Key Bank Plaza with John Stivers for the Augusta airport. Drive time to airport will be 10 minutes.*
- 2:00 *Arrive at the Augusta airport. Carol Rasco will board Northwest Airlines flight #3702.*

JMG Highlighted Talking Points: Carol Rasco

- * Jobs for Maine's Graduates, School-to-Work Transition network is a natural fit for the President's new SWOP bill. We provide virtually the same transition goals and supports called for in the new legislation. Additionally the Academic Building Block Program of drop-out prevention helps prepare students academically from grades 7-11.
- * Jobs for Maine's Graduates has doubled in size in each of the last three years. Demand from local schools continues to far exceed our resources.
- * Jobs for Maine's Graduates constitutes the only statewide network in the country established by the legislature through strong bi-partisan support. This legislation is being used by other states as a model.
- * In Maine, JMG focuses heavily on 9th, 10th, and 11th grade drop-out prevention. Our Opportunity Awareness Program's students constitute over 40% of the national research base for this research program. Our return to school rate among these "hardest to serve" students is in excess of 97%. Maine's OAP Model is the only one in the country that also includes basic academics (English, Math, Social Studies) in it's curriculum.
- * Maine is also launching a 7th and 8th grade JMG program this year. We will be the only Affiliate in the nation with a 7-12th grade comprehensive program in place.
- * Maine's JMG, Inc. Board of Director's has a very active private sector majority.
- * Maine received the National Community Service "Youth Engaged in Service" award in July, on the basis of over 10,000 hours of volunteer service by it's JMG students during the last school year. Students average more than fifteen hours of individual community service each year.
- * Due to its highly successful methods with youth, the newest youth apprenticeship model in Maine, The Maine Youth Apprenticeship Program, utilizes JMG Specialists as their Student Services Liaisons.

JOBS FOR MAINE'S GRADUATES, INC.

A PARTNERSHIP BETWEEN THE PRIVATE AND PUBLIC SECTORS

Leaders from government, business, education, and community service organizations are working together to ensure that Maine's at-risk students stay in school and gain the skills and motivation they need to graduate and find a quality job. In 1992, Governor John R. McKernan, Jr. and the State Legislature committed valuable resources to implement a school-to-work transition program in the State of Maine. This program - Jobs for Maine's Graduates (JMG) - is based on a nationally successful model called Jobs for America's Graduates (JAG).

On July 1, 1993, JMG became a not-for-profit corporation supported by public and private sector contributions, with a portion of the funding administered by the Maine Department of Education. There are presently 29 programs running in 22 schools statewide, serving more than 1,200 students.

MEETING THE NEED

JMG seeks to provide young people with the motivation and skills they need to stay in school, graduate, and become productive citizens. For much of America's youth, college provides a bridge between high school and a career. For the non-college bound student, however, few such bridges exist, and unemployment or underemployment are often the result.

JAG, which now operates in twenty-two states and serves more than 24,000 at-risk youth, was designed to meet the needs of these non-college bound students. The program helps these students to achieve success in school and to make a smooth school-to-work transition.

Beginning in the fall of 1992, Maine became one of several states to test JAG's Opportunity Awareness Program (OAP), which focuses in on high school sophomores and juniors. By engaging younger students, the OAP program's design prevents or reduces the high school dropout rate significantly during critical years in the students' lives. Along with a national curriculum adapted by JMG from the JAG model that emphasizes personal and career exploration, Maine has again paved the way by providing core curricula such as English, social studies, and math which is incorporated in a guided environment that improves the success of the at-risk student in these key academic areas.

THE PROGRAM

- * The employment of "Specialists" at each site who provide career competency instruction, guidance, remediation, and advocacy for 30 to 40 students.
- * Instruction in career exploration, job attainment, and employer/employee relations competencies developed with private sector assistance to assure that students meet workforce requirements upon graduation. The course is yearlong and meets four days/week, providing the student with one academic credit.
- * Student participation in the Maine Career Association, a highly motivational youth organization which helps students develop the self-confidence and leadership skills necessary to compete in the workplace.
- * Provision of remediation and basic skills education drawn from available resources in the school and community.
- * Core curricula offerings in the OAP program by specialists certified to teach in those areas.
- * Nine month follow-up service upon graduation to support both students and employers during the critical early transition period.
- * Intensive job development activities to secure employment opportunities related to the participants' career interests.

POSITIVE RESULTS: HIGH STANDARDS

The success of the program is evaluated on the basis of meeting the national performance standards specified by the JAG Model and by those standards approved by the JAG Board of Directors. These standards include:

- * 90% of JMG seniors must graduate or receive their G.E.D. The JMG Class of 1993 in Maine had a graduation rate of 97%.
- * Student participation in the Maine Career Association, in which community service and fundraising activities are emphasized. JMG's class of 1993 contributed an average of 15 community service hours per student.
- * Provision of remediation and basic skills education.
- * Intensive job development activities.
- * Nine month follow-up service after graduation.
- * 80% "positive outcomes" for all graduates (on the job, military service, or post-secondary education) within nine months of graduation.
- * 70% of all non-seniors must have returned to school. In Maine 97% of all OAP students returned to school this fall.

JMG, together with JAG, has implemented an extensive data collection and research analysis system to verify all aspects of performance. In addition, technical assistance and on-site monitoring is provided throughout the year to guarantee compliance with the model.

SUMMARY

Leaders from government, business, labor, education, and the community are joining together to help at-risk students overcome barriers that may prevent them from graduating from high school. Through their involvement with JMG, these students are obtaining the skills, confidence, and knowledge they'll need to become successful and productive citizens.

Broad-based public and private sector support for these school-to-work and dropout prevention programs is a strong indication of their ability to deliver direct and measurable improvements in the outcomes of effective public education and youth employment.

Both sectors are now encouraged to be more directly involved in all aspects of the Jobs for Maine's Graduates Program. Involvement can include membership on the Board of Directors, providing leadership and guidance to staff on financial and programmatic issues, serving as guest speakers during Career Association activities, and by considering JMG graduates for entry level employment.

JMG Inc. is working to integrate the programs into the State of Maine's education and economic development strategies in hopes of producing a trained and motivated workforce.

"JMG: Building Community One Person at a Time"

October 25, 1993

TO: Carol H. Rasco
FROM: Bill Galston *WAG*
SUBJ: Maine School-to-Work Materials

This looks pretty good. Just two points of note:

1. The Maine Youth Apprenticeship Program requires a 13th year (at technical/community college). This requirement was sharply debated within the administration. We ultimately decided to encourage but not require a post-high school component.

2. I have reviewed the materials on Jobs for America's Graduates national dropout prevention record. Independent evaluations confirm the same success across the country that has been achieved in Maine.

THE WHITE HOUSE
WASHINGTON

Bill -

Here's some info I received
today. I'd appreciate it
if you'd glance over
it & red flag / comment /
whatever if appropriate.

(Thank you
for the packet!)

Thanks!
CJR



STATE OF MAINE
OFFICE OF THE GOVERNOR
AUGUSTA, MAINE
04222

JOHN R. MCKERNAN, JR.
GOVERNOR

MEMORANDUM FOR CAROL RASCO

FROM: Dave Lackey, Communications Director
DATE: October 25, 1993
RE: Talking Points for Upcoming Visit to Maine

In advance of your visit to Maine this week, the Governor asked me to provide you with some background and talking points on both Maine's youth apprenticeship program, and on Jobs for Maine's Graduates.

As you know, your schedule includes a breakfast in South Portland with youth apprentices and other key apprenticeship leaders; a tour and visit with students in the Jobs for Maine's Graduates Program in Lewiston; and a luncheon and remarks to the JMG Board of Directors at their meeting in Augusta.

Your visit helps to bring additional credibility to Maine's programs in school-to-work, especially in showing some national attention on Maine's solutions. Some of the media remains skeptical of school-to-work as a solution overall, although more and more are being won over by "success stories" like those you'll visit. Any help you can provide in highlighting these success stories, and the leadership provided by Jobs for Maine's Graduates, Maine Youth Apprenticeship Program, and Governor McKernan in these areas, will be helpful in reinforcing the need for school to work in Maine.

In addition to the attached "nuggets" that could be helpful as background, additional information is inclosed on both JMG and MYAP. A brief video, designed for potential youth apprentices, also provides a good overview of Maine's program, and is being sent to you under separate cover.

Thank you again for your willingness to come to Maine -- we are looking forward to greeting you!



MAINE YOUTH APPRENTICESHIP PROGRAM

- * Program details and background in MYAP folder.
- * Maine's program won the Council on Chief State School Officers "Implementation Grant" in 1992, as well as a Phase I Department of Labor Grant in that same year.
- * The National Alliance of Business awarded Maine the "School to Work Program of the Year" award on Monday, 10/25/93. Governor McKernan accepted the award in person. (Maine won NAB's "state of the year" award in 1989 for overall human resources programs)
- * Maine's program is unique in several ways from other models being tested around the country:
 - * First, youth apprenticeship is built directly into the school structure. This IS education reform ... and it affects every aspect of our children's schools. Rather than building "new" schools to train apprentices, we make use of the outstanding talent that's out there -- only focus it on something novel when you're training workers: the needs of businesses!
 - * Second, our program is a true partnership, built with all of the stakeholders at the table and designed by consensus. Key participants include our technical colleges, which house the statewide program and provide a year of college; our state departments of education, labor, and economic development; and the myriad private stakeholders, from the AFL-CIO, to the apprenticeship council, to the Maine Teachers Association. All are united behind youth apprenticeship because they believe the program makes so much sense.
 - * And perhaps most important, the program builds on our impression that college is important to success -- because after all, college is important. The program includes an integral "13th" year of school (based at the technical college), during the 3rd year of the apprenticeship, when students can obtain a year's study and credit at a technical college without cost to the student. That's a radical transformation of our education system -- and it has captured the imagination of educators, parents and business people alike.
- * Basic information and an overview of the program is included in the MYAP folder, but it would be particularly helpful to explain how Maine's program will link in with the Clinton Administration's "School to Work Opportunities" legislation currently pending in the Congress. (Maine sent a delegation of seven to the joint Dept. of Education and Labor conference in Baltimore in September.)

JOBS FOR MAINE'S GRADUATES

Jobs for Maine's Graduates is the state affiliate of Jobs for America's Graduates, Inc., which is a nationwide school-to-work transition organization serving in excess of 20,000 young people each year in 35 states. Governor McKernan is the national Chairman of JAG.

JMG became a private, non-profit corporation following action during the 1993 Legislative Session. The legislation provided both enhanced funding for JMG -- allowing expansion of the program from 20 to 50 schools statewide -- as well as improved independence. The bill creating JMG received broad, bipartisan support. As a result of the legislation, JMG is the only statewide school-to-work transition network in the country established by the Legislature. This legislation is currently being used by other states as a model.

JMG in Maine has several components all designed to enhance the transition from school to work, and to aid especially the students who are most "at risk" of dropping out:

- * 12th grade school-to-work transition -- which is the original "core" of JAG's national model. The 12th grade program has been working for nearly 15 years nationwide; in Maine for about 6 years. The program targets the young people most at risk of dropping out, and provides both rigorous academic counseling and assistance as well as career preparation in areas such as resume writing and "what will a workplace be like?" The program has a success rate of more than 90 percent in Maine, with 80 percent either employed; in post-secondary education; or in the military within a year of graduation.
- * 9th, 10th and 11th Grade Dropout Prevention. This "OAP Program" is a primary focus of JMG in Maine, and in fact Maine's OAP students constitute more than 40 percent of JAG's national research base for this program. The return-to-school rate for these "hardest to serve" students exceeds 97 percent. Maine's program is also the only OAP model in the nation that includes basic academics (i.e., English, math and social studies) in its curriculum.
- * 7th and 8th Grade Career Awareness. JMG will launch a program to serve middle school students with career awareness and additional dropout prevention, becoming JAG's only affiliate with a comprehensive, 7th to 12th grade program in place.
- * Youth apprenticeship -- JMG a crucial connecting role in youth apprenticeship. Students services liaisons -- akin to JMG's "job specialists" -- provide career awareness training in the 10th grade, and then serve as the students closest link with schools while in the workplace. The liaisons work one on one with students and ensure that proper education is provided in the workplace, and that the students remains "connected" with school.
- * Maine received the National Community Service "Youth Engaged in Service" award in July, 1993, reflecting more than 10,000 hours of volunteer service by JMG students during the past school year. Students average more than fifteen hours of individual community service.