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U.S. Is Pressing States to Expand Jobless Benefits

By GLENN BURKINS
Staff Reporter of THE WALL STREET JOURNAL

WASHINGTON — The Labor Department wants states to make it easier for workers to get unemployment benefits.

The department is drafting a document that would ask states to change the way they determine who is eligible for unemployment insurance, according to a memo obtained by The Wall Street Journal. If adopted by the states, eligibility for unemployment compensation would be significantly expanded to include part-time workers and those who quit their jobs.

Business groups object to the proposal, saying it would cost employers billions of dollars a year in additional unemployment taxes. "Our principal objection is that these are issues that are traditionally state decisions, not federal," said Eric Oxfeld, president of UBA Inc., a business-supported lobby group concerned with issues affecting unemployment insurance and workers-compensation insurance.

State unemployment agencies also aren't happy. A group representing the agencies has asked the Labor Department to abandon its recommendations. Emily DeRocco, executive director of the Interstate Conference of Employment Security Agencies, said the memo was "just a step away" from being a "de facto federal standard."

"The bottom line is we are urging the department not to publish the unemployment letter," she said. "Traditionally, this has been a province of state law."

States will be under pressure to comply with the Labor Department request. That's because the department gives billions of dollars each year in federal grant money to state unemployment agencies that comply with federal guidelines. The federal money goes to help operate the state agencies.

Scott Sutherland, a Labor Department spokesman, said the department is not trying to usurp states' authority. The draft, he said, is only the first step of a long process. "We are going to take our time and get input from the states and employers and all the constituencies in this issue," he said.

> 'We are going to take our time and get input from the states and employers and all the constituencies in this issue,' a Labor Department spokesman says.

The draft includes many of the recommendations suggested by the Advisory Council on Unemployment Compensation, which was established by Congress during the Bush administration to study unemployment benefits.

Among other things, the Labor Department's draft letter suggests:

- Changing state laws to allow a greater number of low-wage, part-time workers to qualify for unemployment insurance. Under current rules, most states don't extend employment benefits to part-time workers, who now make up about 18% of the labor force.
- Allowing workers who quit their jobs for "good cause" to collect unemployment benefits. The draft states that "good cause" should include caring for a seriously ill family member or having to relocate with a spouse.
- Allowing workers to include their most recent earnings when calculating eligibility for unemployment insurance. Under current law, workers must earn a certain amount within a certain period before they are eligible, but earnings from the most recent calendar quarter generally are excluded.
- Disregarding severance pay when determining weekly entitlements. Most states now reduce the amount of unemployment money paid to workers who receive severance pay.

The draft letter says that during the severe recessions of the 1970s and 1980s, many states depleted their unemployment-insurance reserves and tightened their eligibility provisions. As a result, the draft says, the percentage of unemployed workers receiving benefits dropped to about 36% from a high of 58%.

"This downward trend has continued although coverage has been expanded to include smaller employers, governmental entities, nonprofit organizations and agricultural and household workers," the document states.

Bruce — Did you see this? Elena Gabor Employment

PRESERVATION PHOTOCOPY

This will possibly be revamped some before going to President.

CC: Galston, Schmidt } fyi
Reed, Way } --> Wanted to make sure you're aware of this vis-a-vis welfare reform.

UNITED STATES DEPARTMENT OF EDUCATION
UNITED STATES DEPARTMENT OF LABOR

MEMORANDUM FOR THE PRESIDENT

FROM: ROBERT B. REICH
SECRETARY, DEPARTMENT OF LABOR

RICHARD W. RILEY
SECRETARY, DEPARTMENT OF EDUCATION

SUBJECT: SCHOOL-TO-WORK APPRENTICESHIP PROGRAM STRATEGY

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

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

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

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

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

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

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

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

Attachments

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

EXECUTIVE SUMMARY
SCHOOL-TO-WORK INITIATIVE

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

Appendix 1

STATE YOUTH APPRENTICESHIP CONSORTIUM MEMBERS

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

Appendix 2

CONGRESSIONAL SPONSORS OF SCHOOL-TO-WORK LEGISLATION

Sponsors in 103rd Congress

House of Representatives

Dale Kildee (D-MI)
Dave McCurdy (D-OK)
William Goodling (R-PA)
Marge Roukema (R-NJ)
Steve Gunderson (R-WI)

United States Senate

Paul Simon (D-IL)

Sponsors in 102nd Congress

House of Representatives

Richard Gephardt (D-MO)
Dave McCurdy (D-OK)
Dale Kildee (D-MI)
Carl Perkins (D-KY)
William Goodling (R-PA)
Steve Gunderson (R-WI)
Robert H. Michel (R-IL)
Olympia J. Snowe (R-ME)
Fred Grandy (R-IA)

United States Senate

Edward M. Kennedy (D-MA)
Sam Nunn (D-GA)
John B. Breaux (D-LA)
Robert Dole (R-KS)
Orrin Hatch (R-UT)
Strom Thurmond (R-SC)
James M. Jeffords (R-VT)
Mark O. Hatfield (R-OR)

Appendix 3

EMPLOYERS
INVOLVED IN SCHOOL-TO-WORK ACTIVITIES

Arkansas

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

California

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

Connecticut

Hamilton Standards
Union Carbide Corporation

Delaware

Delaware Department of Public Instruction

District of Columbia

Appalachian Regional Commission
Human Resources Development Institute

Florida

Siemens

Georgia

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

Illinois

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

Iowa

Kirkwood Community College

Kentucky

K-Mart
Kroger Food Stores
Liberty National Bank

Maine

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

Maryland

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

Massachusetts

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

Michigan

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

Weldun International
Upjohn Company

Minnesota

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

Nevada

Sierra Navada Job Corps Center

New Hampshire

Continental Microwave & Tool Co.

New Jersey

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

New York

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

North Carolina

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

Ohio

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

Proctor & Gamble

Oklahoma

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

Oregon

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

Pennsylvania

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

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

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

Rhode Island

Woonsocket Area Vocational-Technical Facility

South Carolina

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

Tennessee

Shelby County Schools

Texas

Greater Austin Chamber of Commerce

Vermont

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

Virginia

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

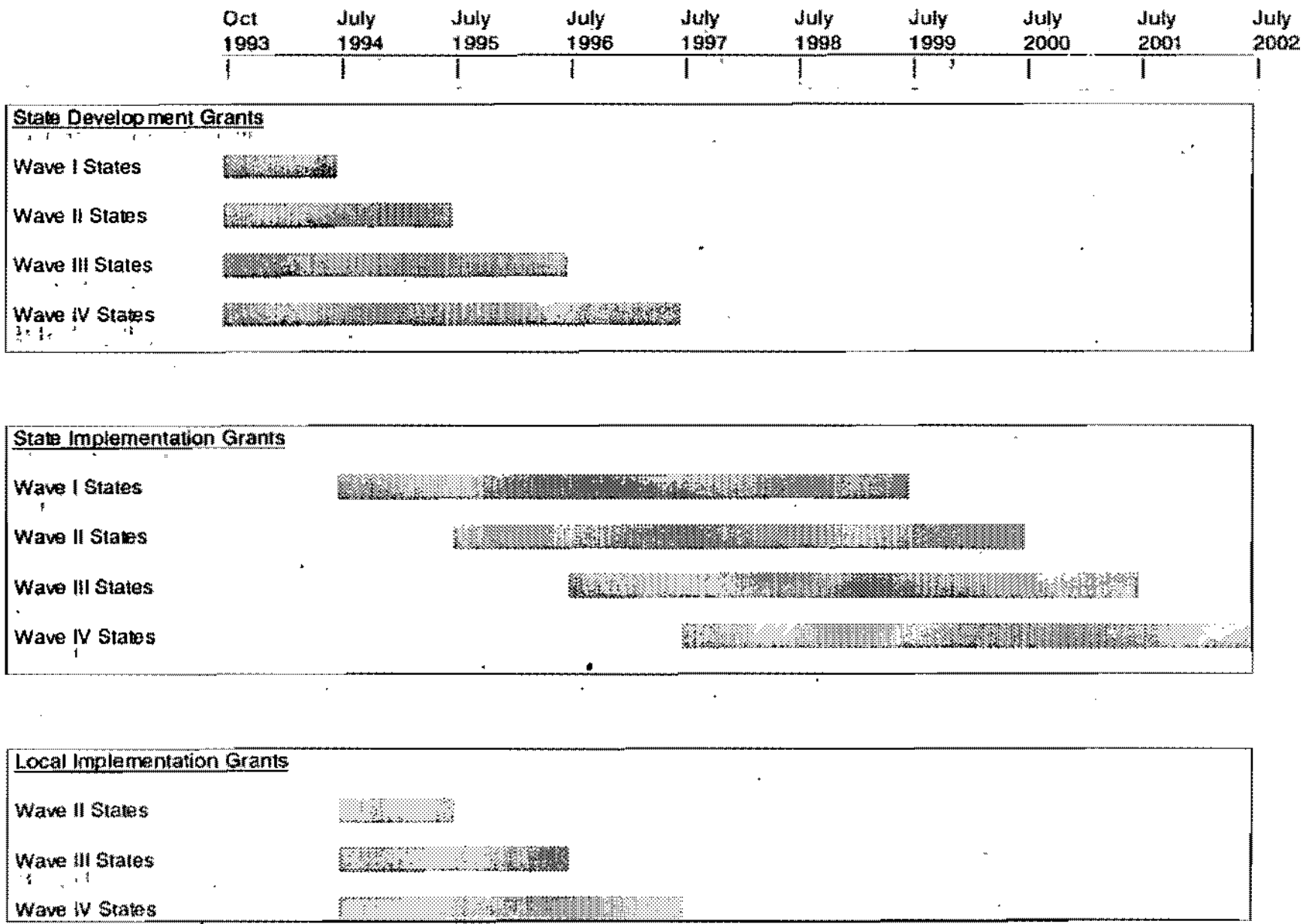
West Virginia

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

Wisconsin

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

STATE & LOCAL IMPLEMENTATION SCHEDULE



Appendix 4

APPENDIX 5

EXISTING SCHOOL-TO-WORK PROGRAMS

Youth Apprenticeship

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

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

Approximately 3,000 students are participating in such programs.

Tech-Prep

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

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

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

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

Co-op Education

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

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

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

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

Approximately 430,000 students are involved in such programs.

Career Academies

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

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

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

School-to-Apprenticeship

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

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

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

WAIVERS

Background

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

Waiver Provisions in Current Draft of Legislative Proposal

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

The draft bill does the following:

- lists the programs that are subject to the waiver authority: (selected programs under the Elementary and Secondary Education Act, the Carl Perkins Vocational Education and Applied Technology Act, and the Job Training Partnership Act).

- permits the appropriate Secretary to issue waivers to States that will accelerate their school-to-work plans.

- describes the conditions that must be met for a waiver to be approved, including:

  -- Secretary's determination that a program provision impedes a State's ability to carry out the purposes of school-to-work legislation;

  -- State waiver, or agreement to waive, similar requirements in State law; and

  -- State must offer to the local partnership (and, in the case of a Department of Education waiver, to local educational agencies) an opportunity to comment on the proposed waiver.

- provides that waivers will not be permitted for the following requirements related to certain basic principles of the affected programs:

-- For the Department of Education, requirements related to the distribution of funds to the State or to local education agencies; maintenance of effort; comparability of services; and the equitable participation of students attending private schools.

- For the Department of Labor, requirements related to purposes of the affected program, eligibility of an individual for participation; allocation of funds; prohibitions on construction of buildings; and maintenance of effort.

- allows waivers for a five-year period.

- permits termination of a waiver if the appropriate Secretary finds that performance affected by the waiver does not justify continuation.

Examples of Potential Waivers

Department of Labor

- JTPA Summer Youth Employment and Training Program: The Act limits summer youth funds to the summer or vacation period. A waiver of this time-limit requirement would provide greater flexibility for these funds to be used during the school year in school-to-work programs.

- JTPA State Set-aside for Education Coordination: This provision provides that 80 percent of a State's set-aside funds for education must be used for participants and 20 percent may be used for coordination activities. In the initial stages of a school-to-work initiative, more than 20 percent of these funds might be needed for coordination and development. A waiver could help achieve this.

Department of Education

- Perkins Act Tech-Prep Education Program: A waiver to the consortia requirement would permit States to require that employers, labor organizations, and other appropriate parties be added as equal partners with secondary and postsecondary education to consortia eligible to receive Tech-Prep funds. This would make it possible for a Tech-Prep consortium to serve as the school-to-work partnership.

- Perkins Act Local Applications: Waiving some of the requirements for local grant applications would permit more flexibility for funds to be used on school-to-work activities.