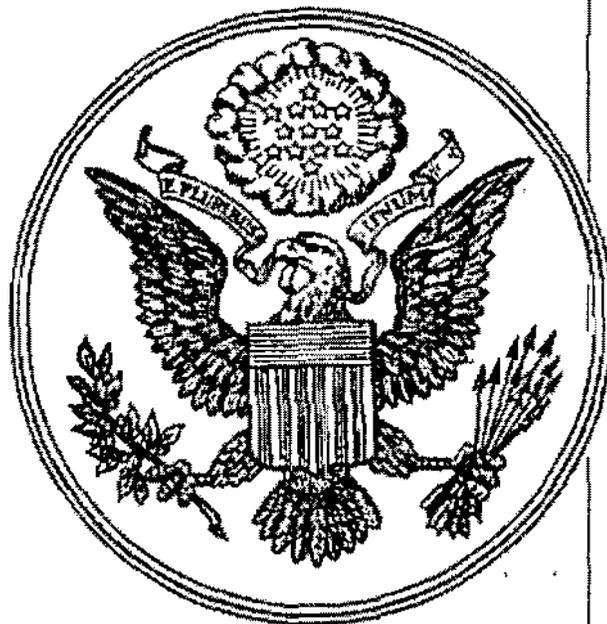


A History of the
U.S. Department of Education
During the Clinton Administration
1993-2001



Prepared for the Clinton Administration History Project
Washington, DC
2000
VOLUME 5

more than 39,000 work-based learning sites and nearly 53,000 slots for students;

- In the second year after the Act became law, data from 17 States showed that \$1 in other public and private funds was spent on school-to-work for every \$2 in Federal investment -- in addition to in-kind support and redirected resources;
- Organizationally, States are divided between those that have created special entities with primary policy-making responsibility for school-to-work, and those in which the board, council, or commission responsible for school-to-work also oversees other general workforce or human resource development policies. System leaders are appointed by State Education agencies in 11 of the 27 States, with the others chosen by the Governor or an interagency commission;
- Federal funds have gone to 818 local partnerships, through State implementation grants or directly from the Federal government. Financial responsibility for local partnership grants is being assumed at the local level by entities ranging from school districts and community colleges to private industry councils. Several States have not yet awarded funds locally, and several others intend to make additional awards; and
- States are using their Federal investment to create a school-to-work infrastructure, and, later, to support sub-state partnerships, technical assistance, curriculum development, and other activities.
- State school-to-work directors say that their biggest challenges include poor understanding of key school-to-work principles among some stakeholder groups, and difficulty creating and sustaining collaboration among various public and private entities. Nonetheless, they also report that striking progress has been made in building State-level interagency collaboration, forming local partnerships, and getting employers involved in local partnerships.

States are at different stages in their system-building, and these findings are based on States that were able to submit complete data for the first survey in 1996. Consequently, progress on students and employers was reported and analyzed from 10 States; progress on schools from 11 States, and progress on raising non-Federal resources from 17 States. Because these data reflect only a subset of the States and local partnerships awarded implementation funds, current participation in school-to-work is much greater than what we are reporting.

Ongoing research on school-to-work includes: a set of annual progress/performance measures, developed to assess participation by employers, schools and students, and results for students; a national evaluation, with a first report due in September 1998, and other short-term and long-term research.

Key School-to-Work System Elements

employers are providing work-based learning opportunities; schools are offering curriculum that integrates academic and occupational learning, and students are attracted to the school-to-work experience. Nearly all States have exemplary or promising models within their developing systems that serve as catalysts and models.

Now, it is necessary to sustain the momentum and keep on the course begun during the past two years. The power to move ahead will be generated as the full school-to-work system is built. It will run on the energy supplied by States and localities, and grow as ever more parents, teachers, employers, unions, and workers see the benefits of school-to-work. Above all, the success of school-to-work depends on strong support from all partners and the students who participate in it. It is their future that continually is being refashioned, and they are the ones who must acquire the knowledge and competencies to meet those changes. They have the most to gain. Ultimately, their future -- and the future of our country -- is at stake.

Background on the School-to-Work Opportunities Act

In the 1970s and early 1980s, the United States came to the sobering realization that the nation's future economic success in a highly competitive, global marketplace is directly dependent on the education of our workforce, and that dramatic shifts in technology, modes of production, and even in the nature of work itself require Americans to develop new knowledge and skills, and to prepare for a new world of work.

Today's economy is fundamentally different from what Americans knew between the late 1940s and the 1970s. Today's employers and employees, from multinational companies to small businesses, are all participants and competitors in a single, global economy. A constantly changing knowledge base -- driven by information technologies and the revolution in telecommunications -- is profoundly affecting American life and work, and our education system is only beginning to catch up. Management structures also have changed dramatically, in that they draw extensively on front-line workers' expertise and problem-solving skills, and must respond to ever new technological innovations. In addition, the knowledge and skills required to realize the full productive potential of today's technologies are not merely extensions of those from the past; often, they are without precedent and have to be learned "on-the-fly."

More than ever before, our economy and society require a higher level of, and more diverse, skills. This places enormous pressure on the nation's young people. Our current secondary education system -- both college preparatory and vocational -- is ill-suited to the new economy. Employers say that too many youth don't have the basic reading, writing or analytic skills for entry-level jobs, and that schools are not adequately preparing students to meet the changed workplace demands that are critical to American competitiveness. Even though more than four out of five teen-agers complete high school today, compared with one in two after World War II, it is not only how many finish that counts, but how much they know and what they can do with it. Thus, the fundamental question is: How do we equip young people with the right kinds of knowledge, skills, and workplace competencies to make the transition from school to work, when work is becoming dramatically different from what we have known for generations?

For one, the old divide between head skills and hand skills is increasingly meaningless. All Americans, and certainly all young people, need to know how to learn and experiment, solve

engaging a broad range of stakeholders in designing and implementing a comprehensive, integrated system of education and workforce preparation that reflects local labor market needs. Welding together these links is essential so that all Americans can be employed and employable at good jobs in the 21st-century economy. In short, it's not education that's costly. It's the lack of it.

The Purpose of the Report

This report to Congress is required by the School-to-Work Opportunities Act (Section 405 of Public Law 103-329), which the President signed into law in May 1994. It includes information: 1) concerning the programs receiving assistance under this Act; 2) drawn from reports from State and local partnerships, and 3) evaluations requested by the Secretaries. It covers the two years since the law was enacted. Subsequent reports will be submitted annually.

The Scope of the Report

This report, which has four parts, is based on information from evaluation studies, quarterly progress reports and site visits to STW grantees. Because the Act is only two years old and the first STW systems are still brand new, we are still in the very early stages of implementation and data collection. The report covers the Federal role and State and local efforts.

- o Part I describes the vision of the STW Opportunities Act and its features.
- o Part II provides an overview of implementation strategies.
- o Part III reviews the progress to date in implementing STW systems.
- o Part IV discusses what lessons have emerged from early experience as basic elements of system-building that are critical for the success of STW.

Voices from the Field: Early Impressions of School-to-Work

As the following comments illustrate, STW is already affecting the lives of many young Americans, their families, and teachers, as well as employers.

Students

This is my fourth year in Craftsmanship 2000. I'm in college right now and I have a future ahead of me because of this program. My grades improved drastically since high school.

-- Ben Borens, student/machining apprentice at Hilti, Inc.; Craftsmanship 2000, Tulsa, Oklahoma

STW really helped me to get focused, going to the hospital and actually seeing different jobs, what the requirements were, the responsibilities, what type of training was required, what type of school. The ProTech project has definitely been a very big resource in my life. This isn't a program intended to just get by; you really have to understand what you're doing. So many people graduating don't know what they want to be. I felt pretty happy that on Graduation Day I knew what I wanted to be, and I was able to reach that goal.

-- Michelle Boyd, student in radiation therapy at the Massachusetts College of Pharmacy, Boston,

Massachusetts

Parents

STW gives kids a better outlook about why they have to learn multiplication tables and other subjects. It's important for parents to know that it applies to college-bound kids and kids who work right after high school. My son has realistic expectations about the future.

-- Carole Bailey, mother of Justin, student in the Milwaukee Public School STW initiative

Employers and Employees

I see a large role for employers in STW programs. We need to be an integral part of a system that keeps curricula in tune with the workplace, and eases the movement of young people from school to jobs. Employers and educators have to work together to create the kind of educated workforce that can carry the nation into the information age. -- John L. Clendenin, chairman, BellSouth The most important thing is that the students understand there's a reason behind what they're doing, and that creates some excitement in them. They much more willingly apply what they learn in school at work, and understand how that is used and how important it is for their future.

-- Karl Gaertner, Vice President, Hilti, Inc.

When you're learning how to make something work, students pay attention, because it's their own problems they're learning to solve. Mentors can ask students what they think and how they'd approach the problem. This creates workers who are thinkers and doers, people who can drive your company and make it more profitable.

-- Tom Panzarella, co-owner, Cook Specialty Company, Montgomery, Pennsylvania

Educators

STW will provide us with more serious, more mature students when they enter as freshmen.

-- Charles B. Knapp, President, University of Georgia

The students get a chance to integrate. There's a real synergy of the information they're getting in the classroom and the hands-on, practical skills they need in the hospital. They can see the value of their classroom requirements immediately, because they can carry it right over to the hospital setting.

-- Annette Coleman, instructor, Massachusetts College of Pharmacy, Boston, Massachusetts

School-to-work is a philosophy to restructure education. All students are included in school-to-work, so we can better meet the needs not just of those who want to go on to post-secondary education but any student -- so that when they exit the doors of high school they can be prepared to do whatever they choose to do. Whenever you have high expectations for students, they reach for the stars and sometimes they can even grab them and really do great things.

-- Julie Stewart, STW coordinator, McKeesport High School, McKeesport, Pennsylvania

THE CAREER PREPARATION EDUCATION REFORM ACT:

Investing in America's Youth

Prospectus

U.S. Department of Education

May 1995



U.S. DEPARTMENT OF EDUCATION

THE CAREER PREPARATION EDUCATION REFORM ACT:

Investing in America's Youth

Prospectus

U.S. Department of Education

May 1995



U.S. DEPARTMENT OF EDUCATION

The Career Preparation Education Reform Act:

Prospectus

Congress declares it to be the policy of the United States that, in order to meet new economic challenges brought about by changing technologies and increasing international economic competition, the Nation must put in place a system that enables all students to obtain the education needed to pursue productive and adaptable careers. The purpose of this Act is to assist all students, through a performance partnership with states and localities, to acquire the knowledge and skills they need to meet challenging state academic standards and industry-based skill standards and to prepare for postsecondary education, further learning, and a wide range of opportunities in high-skill, high-wage careers.

Career Preparation Education Reform Act, introduced on April 6, 1995 as S. 686 and H.R. 1426

Introduction

Federal support for vocational education is an investment in America's future. Properly designed, it can help ensure that all young people have the chance to make a successful transition from school to further learning and careers, having acquired skills applicable to a wide range of good jobs in growing occupations and industries, and a foundation of solid work-and-competencies upon which a lifetime of further learning can be built. For young people, this transition will lead to more stable and satisfying employment, better incomes, and a better quality of life. For the nation, a well-prepared, flexible workforce can lead to higher productivity, a better ability to compete in world markets, less inequality, and a stronger social fabric.

The best vocational education programs serve a broad range of young people with diverse backgrounds and interests. These programs can help keep in school those who might otherwise have dropped out, motivating them to achieve and continue to further education, and helping them obtain employment and increase their earnings. Many of these programs elicit enthusiastic responses from employers. Findings from research and practice demonstrate that high-quality vocational education can provide the curriculum focus that high school students need to help prepare them for careers and further learning.

The federal government has provided support for state and local vocational education programs since 1917, and more recently through the Perkins Act. The federal role has changed, however, as the requirements of the workplace and postsecondary education have changed. For example, while originally federal funds

were paid for teacher salaries and focused on preparation for employment in agriculture, trade, industries, and home economics within separate vocational "tracks," more recently federal dollars have focused on program improvement and ensuring equity for populations most in need of assistance, such as disadvantaged, disabled, and limited-English-proficient individuals. The most recent (1990) amendments to the Perkins Act built on a growing body of research literature on "what works" in vocational education, encouraging states to integrate academic and vocational instruction and to link secondary and postsecondary vocational education through the "tech-prep" approach. States were also asked to develop performance measures to be used for program improvement.

These were steps in the right direction, but they did not go far enough. To ensure that federal support helps build career preparation systems that effectively help all young people to move from school to careers and further learning, last year the President and Congress worked together to enact the School-to-Work Opportunities Act of 1994. Under this law, federal grants help states build school-to-work systems that span secondary and postsecondary education and include both school-based and work-based learning. Such learning is to be benchmarked to high academic and occupational skill standards and must be open to all students, consistent with state activity under the landmark Goals 2000: Educate America Act.

The School-to-Work Opportunities Act is a bold new approach to federal investment, using federal dollars as venture capital to jump-start state and community efforts to design and build their own school-to-work systems. The law lays out a framework for coordinating and streamlining all federal youth education and training programs. But the School-to-Work Opportunities Act, which sunsets in 2001, was never intended to support and improve career-preparation systems over the long term. That is the role the Administration envisions for a restructured Perkins Act.

Today, building on the 1990 Amendments, the School-to-Work Opportunities Act, and the results of research and practice, the Administration proposes to transform federal support for vocational education into a vehicle to strengthen and improve states' emerging school-to-work systems. The proposal will enable states to use federal funds to integrate reforms of vocational education with their overall education reforms, in order to prepare young people well for both further learning and careers in the modern economy. The Career Preparation Education Reform Act is a key component of the GI Bill for America's Workers, the Administration's strategy to help youth and adults upgrade their knowledge and skills and move confidently into careers with a future.

Principles

If enacted, the new law, to be known as the "Carl D. Perkins Career Preparation Education Reform Act of 1995," will support the in-school part of states' emerging school-to-work systems, at the secondary and postsecondary levels.

Five key principles underlie the proposal:

1. Federal support must help transform vocational education into a primary component of true school-to-work systems serving all youth.
2. Federal support for vocational education must be streamlined and rationalized.
3. States and local communities must have flexibility to design the systems that work best for them.
4. Federal dollars must continue to be targeted to high-poverty communities and to schools and postsecondary institutions with high concentrations of special population students.
5. Recipients of federal funds must be held accountable for results for students.

How the New Proposal Supports the Five Principles: Highlights

1. **Transforming Vocational Education into a Primary Component of True School-to-Work Systems**
 - Programs supported by the new law must give priority to integrating:
 - academic and vocational instruction;
 - classroom-based and workplace-based learning opportunities;
 - secondary and postsecondary education; and
 - meaningful career guidance and other related activities.
 - High-school programs should lead upon completion to diplomas benchmarked to high state academic standards; secondary and postsecondary programs should offer skill certificates benchmarked to industry-based occupational skill standards.
 - Federal funds under the new proposal would support the in-school component of school-to-work systems. Funds for secondary education services and activities would flow to schools through local educational agencies; funds for postsecondary services and activities would flow to eligible postsecondary institutions.

2. Streamlining federal support

- The proposal consolidates 24¹ current authorities into one basic state grant and one national activities program.
- Separate programs for Indians and Native Hawaiians would continue, because of these populations' special relationships with the federal government. All other current categorical programs will be consolidated into the basic state grant and national program.

3. State and local flexibility

- The proposal does away with overly prescriptive administrative and governance requirements.
 - Within very broad guidelines², a state would be able to develop whatever administrative structure best meets its particular needs. Current law requires separate State Councils and State Boards for vocational education.
 - Rather than requiring states to submit separate plans to obtain funds under different federal education programs, each state would be permitted to submit a consolidated plan that shows how its vocational education, elementary and secondary education, and "second chance" program funds together contribute to developing comprehensive school-to-work systems.
- Under the proposal, states would have broad latitude to choose strategies and services, unconstrained by the panoply of categorical programs and sub-accounts in current law. Approaches such as Tech-Prep would continue to be authorized, but states—not the federal government—would decide how much of their grant to spend on specific approaches or activities.
- In addition, the Secretary would have the authority to waive provisions of law or regulation when these impede a state's ability to accomplish the purposes of the Act.

¹ Based on OAO count

² e.g., the program would need to be administered through one or more educational agencies.

³ term refers to programs for school dropouts or those at risk of dropping out.

4. Support for special populations within broad school-to-work systems

Under the new proposal:

Relative per-capita income continues to be a factor in the formula through which states receive grant funds, to ensure that funds are directed to the poorest states, which have the greatest need for federal support in implementing school-to-work systems.

- Within states, funds will be directed to the school districts and colleges with the highest concentrations of "at-risk" students and the greatest need for federal assistance. To ensure such targeting, local districts would receive funds according to their education under the ESEA Title I Education for the Disadvantaged program; institutions of higher education would be allocated funds based on numbers of students receiving Pell Grants and BIA student assistance.
- The new law would focus resources on schools and campuses with high concentrations of special populations, but would not require narrow targeting on programs or students within those schools. We have learned that special targeting designed to improve the quality of services to students who are disabled, disadvantaged, or limited-English speaking sometimes can have the opposite result when schools divert students to, or retain students in, low-level courses to meet targeting requirements.
- Performance measures used for accountability would stress high achievement for all students, including those with special needs.

5. Accountability for student results

- Under the proposal, states, in collaboration with the federal government, would develop a performance measurement system based on core indicators of student progress such as receipt of diplomas and skill certificates and entry into postsecondary education or training.
- The proposal encourages states to offer incentives to local recipients of funds that demonstrate significant progress on the state's performance indicators, and sanctions for those that fail to show progress.
- Further, beginning in fiscal year 1998, the Secretary would be authorized to reserve up to 10 percent of grant funds to reward outstanding performance by states.

programs, is designed to give the nation's workforce the marketable skills needed to promote economic growth and live productive lives.

The wide range of activities supported under the current Perkins Act includes professional development for teachers; development, dissemination, and field testing of curricula; and support for state efforts to develop performance standards and measures for such programs. States also use grant funds to promote partnerships among business, education, industry, labor, and others to improve career preparation for young people.

The current Perkins Act focuses particularly on improving the occupational education of those hit hardest by declining wages in low-skill jobs. These include people who are economically or educationally disadvantaged, disabled, limited-English proficient, in programs designed to eliminate sex bias, or in correctional institutions—together commonly known as "special populations."

Research has shown that federal support, which in the late 1980s was only some 3 to 10 percent of all vocational education funding, can be instrumental in moving local districts toward reform. Districts that receive Perkins dollars are much more likely to actively implement reforms. Still, while the 1994 Congressionally mandated National Assessment of Vocational Education (NAVE) found that the 1990 Perkins reforms were beginning to take hold and had moved federal support in the right direction, it concluded that the reforms did not go far enough in promoting system development.

The Independent Advisory Panel to the NAVÉ concluded that as of 1993,

- there was insufficient emphasis on program improvement (noting especially the lack of emphasis on professional development of educators);
 - categories and labeling of special populations, rather than support for attainment of high standards among these populations, presented barriers to the operation of a seamless system for all students;
 - channeling additional funding to local sites overlooked the vital role of state agencies in supporting vocational education reform; and
- there was insufficient attention to links with the workplace, such as work experience programs, or to coordination with other providers, such as the Job Training Partnership Act (JTPA).

The federal role in vocational education

Chronology

Federal support for vocational education began with the Smith-Hughes Act in 1917, and continues today in the Carl D. Perkins Vocational and Applied Technology Education Act.

The Smith-Hughes Act was passed in response to the inability of the classical high school curriculum to meet the changing needs of industry, as the factory system replaced the apprenticeship system and large numbers of immigrants and former slaves needed to be absorbed into the labor force. The 1917 law funded development of vocational programs within comprehensive high schools, but as a separate track with separate state governance. It supported mainly teacher salaries and teacher training, and focused initially on preparation for employment in agriculture, trades, and industries, and on home economics. From 1917 to 1963, the federal programs encouraged state and local activity which resulted in major expansion in vocational education's availability nationally.

In 1963, the law was revised to respond to changed conditions, especially the growth of community colleges, and rising concern for civil rights, education, and the welfare of the poor and other special populations. The 1968, 1976, and 1984 amendments extended the emphasis on civil rights and equity concerns, creating set-aside for disadvantaged and disabled individuals and introducing sex-equity provisions. These amendments also increased emphasis on planning and accountability and phased out support for program maintenance, while emphasizing program improvement and equity.

The 1990 Perkins Act introduced a new focus on the integration of academic and vocational instruction and the articulation of secondary and postsecondary programs through the "tech-prep" model. The law also eliminated some of the set-aside and replaced them by better targeting through the first real federal-to-local allocation formulae. It assigned a smaller role to the states, as more funds were directed to communities. It strengthened accountability provisions by directing states to develop performance standards and measures designed to assist in program improvement, and it promoted the idea that equity and excellence must go hand-in-hand.

The Perkins Act Today

The purpose of the current Perkins Act is to help states to expand and improve their programs of vocational education and provide equal opportunity in vocational education for populations that historically have been served inadequately. The Basic State Grants program, which in fiscal year 1993 will provide nearly a billion dollars in funds to states to support and improve their vocational education

The Increasing Importance of Career Preparation Education: Findings From Research and Practice

Two books on youth and the workforce—the William T. Grant Foundation's 1988 work, *The Forgotten Half, and America's Choice: High Skills or Low Wages*, a 1990 study by the National Center on Education and the Economy, were a wake-up call for the nation akin to the 1983 Nation at Risk for elementary and secondary education in general.

The Forgotten Half warned:

This nation may face a future divided not along lines of race or geography, but rather of education. A highly competitive, technological economy can offer prosperity to those with advanced skills, while the trend for those with less education is to scramble for unsteady, part-time, low-paying jobs... While many youth without college education are successful, a large fraction of them are finding it harder than ever to swim against an economic tide that is flowing against them. They are seeking jobs they cannot find. Their work, increasingly only on a part-time basis, serves too little to support themselves or a family... some are losing hope that they have much of a future... Complaining about the state of our youth is all too common; a genuine commitment to aiding non-college youth is rare... [Yet] our economy, national security, and social cohesion face a precarious future if our nation fails to develop new, the comprehensive policies and programs needed to help all youth.

America's Choice concluded that the productivity of workers in jobs that do not require a college education will make or break our economic future, but that, unlike many other nations, America had no system capable of setting high academic standards for youth who did not plan to attend a four-year college or university. The report states:

America invests little in its front-line workforce. We do not expect much from them in school... The educational performance of those students who become front-line workers in this country is well below the average performance of their counterparts in some newly industrializing low-wage countries. Our front-line workers will not be able to compete in the economic arena because they are increasingly unable to compete in the educational arena. They are fast becoming unemployable at American wage levels. In our expectations for young people, the resources that we devote to them, and the rewards for performance that we give them, our whole system conspires to produce

minimal educational effort or achievement among our students who are not college bound.

President's Choice recommended that, to break the cycle of low expectations and low achievement, America develop both:

new educational performance standards, benchmarked to the highest standards in the world, to be met by all students by age 18, and

- a comprehensive system of technical and professional certificates and associate degrees for the majority of students and adult workers who do not pursue a baccalaureate degree.

Subsequent studies largely reaffirm these findings and recommendations. A substantial body of evidence built up over the past several years points to the critical importance of high-quality career preparation and identifies the features of a good program. The research also shows that we do have models that work.

The evidence shows that the relevance of good career preparation education does not decrease as high-wage jobs in manufacturing and agriculture disappear. In today's economy, career advancement increasingly depends on facility with sophisticated technology, the ability to solve problems, and what Peter Drucker calls a "habit of continuous learning." If anything, under these conditions, career preparation education's importance increases. The Independent Advisory Panel to the 1994 NAVE emphasizes the "critical role of vocational education in today's economy and society."

Vocational education is not a dinosaur—at least not in its reformed, reinvented state. Technical and occupational skills are critical to building a high-skill, high-wage American workforce. Individuals with vocational training (especially at the postsecondary level) who obtain related jobs enjoy higher wages than their peers with a general education. On a broader scale, many of the firms that have used highly skilled workers to transform their enterprise to a high-performance work organization have benefited on their bottom line. A desire to meet world class levels of productivity and competitiveness should propel us toward better vocational education, not less.

¹ National Center on Education and the Economy, *America's Choice: High Skills or Low Wages?* 1990, p. 43.

² Drucker, Peter, "The Age of Social Transformation," *Atlantic Monthly*, Vol. 214 No. 5, November 1984, pp. 63-80.

Today, vocational education continues to reach large numbers of American high school and postsecondary students.

- Almost every high school student (97%) earns at least some credits in vocational education courses. Among 1992 high school graduates, the average student earned almost 25 credits, with 5.8 credits (16%) in vocational education. (One credit equals one year of study in a subject.)
- About one high-school student in four can be considered a vocational "concentrator."
- Despite the prevalence of vocational education course-taking, secondary students today are taking fewer vocational courses than in the early 1980s; at the same time, academic course-taking is up.
- Special population students are an increasing proportion of all vocational students (see Table 1 and Figure 1).
- Two-thirds of all students enrolled in sub-baccalaureate postsecondary institutions are enrolled in vocational programs.

The research shows that good vocational education can benefit both individuals and the society at large. For example, we know that:

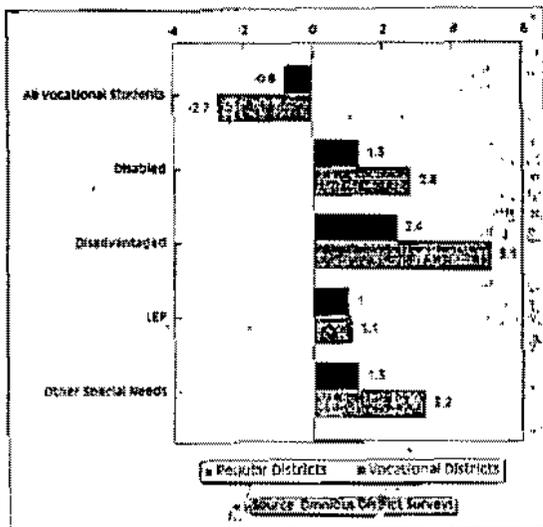
- Young people who complete a sequential program of vocational education and training and then find work in the field in which they are trained earn more and are more likely to be employed than those students receiving vocational or general diplomas who do not complete such a program.
- Several studies show that vocational course-taking can reduce dropout rates.
- Computer use at the secondary level is concentrated in vocational education. NAVE found that "although the use of computers for written communication, mathematical calculations, and the like would seem to be a logical part of academic education, computers are not usually available in academic classes." Only 13 percent of these classes involved students using computers on a particular day, while 40 percent of the vocational classes sampled involved students using computers.
- Secondary students with disabilities who take vocational education are more likely to be employed than those who do not. They also tend to have better grades and attendance records than other students with disabilities and are slightly less likely to drop out of school.

³ Unless otherwise identified, the source of these findings is the 1994 National Assessment of Vocational Education.

⁴ National Assessment of Vocational Education, 1994, Vol. II, pp. 90-91.

Figure 1

Average Percent Change in Vocational Enrollments by District Type and Student Type, 1987-1991



From 1987 to 1991, the percentage of vocational education students who were members of "special populations" increased, particularly in vocational districts. Vocational enrollments overall held about steady in regular districts, and declined somewhat in vocational districts.

Source: National Assessment of Vocational Education, 1994, vol. II, p. 26.

Table 1

Student Type	Average Number of Credits Earned in:			Vocational Credits as a Percent of Total
	Consumer and Home-making	General and Specific Labor Market	All Vocational Education	
All Students	.54	3.22	3.76	16
Sex and ethnic percent native				
Male	.26	3.13	3.39	17
Female	.70	2.83	3.53	15
Single percent	1.01	3.82	4.83	21
Race				
White	.33	3.17	3.53	16
Hispanic	.46	3.21	3.79	18
Black	.88	3.24	3.92	17
Asian	.36	2.82	3.18	13
Native American	.50	4.02	4.52	19
Disability status				
Not disabled	.31	3.17	3.70	16
Disabled	.81	4.76	5.33	24
LEP status				
Not LEP	.54	3.14	3.68	16
LEP	.55	3.47	4.22	18
SES status				
Highest 25%	.28	2.06	2.34	10
50-75%	.43	3.08	3.54	15
25-50%	.43	3.34	3.79	19
Lowest 25%	.73	4.93	5.74	26
Grade point average (GPA)				
3.0 or higher	.32	2.32	2.64	10
2.5-3.0	.31	2.99	3.59	14
2.0-2.5	.62	3.70	4.32	19
1.5 or lower	.88	4.05	4.74	23
Attendance				
0	.50	3.05	3.54	12
0.1-90	.63	3.34	3.79	19
2 or more	.78	4.37	5.20	23
Test scores				
Top 25%	.28	2.01	2.30	9
50-75%	.48	2.85	3.42	14
25-50%	.46	3.30	3.77	19
Bottom 25%	.81	4.21	5.06	22

Source of Data: 1994 NAVE. Table appears in National Assessment of Vocational Education, Final Report, Congress, Vol. II, p. 12.

- In eight pilot high-school sites participating in the multi-state network, "High Schools that Work," coordinated by the Southern Regional Education Board, achievement test scores for vocational students improved significantly after reforms were implemented; course-taking in challenging mathematics and science courses increased, and student expectations were raised (see, for example, Figure 2).

- Employers familiar with vocational programs give them high marks.
 - Of the 41 percent of employers familiar with secondary vocational programs in their areas, 82 percent reported that the quality of those programs was good, very good, or excellent.
 - Of the 47 percent who were familiar with postsecondary vocational programs, over 90 percent rated the programs good or better.

Research and experience also point to a range of promising career-preparation models, including career academies, tech-prep, and several others.

- While the modern American high school isolates schools from the adult world, Career Academies involve students beginning in early high school with real-world careers through the selection of an occupational theme, such as business, computers, finance, health, or travel and tourism, and through linked study, mentoring, and work experiences (generally in the summer and sometimes through internships during part of senior year). Career academies typically are structured as a "school within a school" in which a group of students and a team of teachers stay together for a several-hour block of time each day, and often remain together for three years. Businesses provide mentors, workshops, part-time jobs, and when students graduate, full-time employment with career potential. (See box 1).

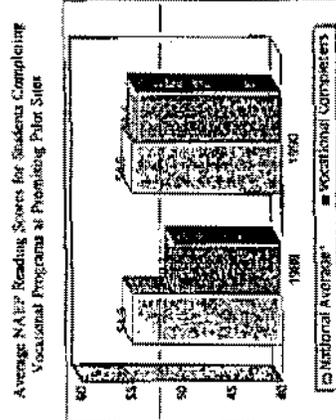
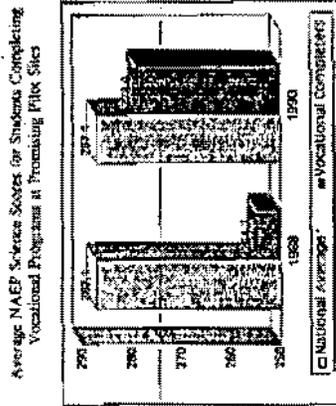
- Tech-prep programs are often referred to as "2+2" because they generally involve two years of high school and two years of postsecondary instruction. The idea is to "articulate" a sequence of courses that, over four years (or more), prepares students for a range of occupations within one industry. As stipulated by the 1990 Perkins amendments, this sequence of courses is to include "a common core of required proficiency in mathematics, science, communications, and technologies designed to lead to an associate degree or certificate in a specific career field." Tech-prep programs supported under Perkins coordinate and consult with local businesses and unions. As of mid-1993, as many as 100,000 students in the United States were participating in tech-prep programs.

13

- A recent study of 15 innovative school-to-work programs by Manpower Demonstration Research Corporation shows that a range of different models have promise. *Home-Grown Lessons* documents models including restructured vocational education programs, youth apprenticeship programs, occupational-academic cluster programs, career academies, and tech-prep programs. (See box 2).

Reports such as these demonstrate that good vocational education, integrated into a school-to-work framework, is both achievable and desirable. Unfortunately, many vocational education programs in the United States today do not meet the high standards described in the research cited above.

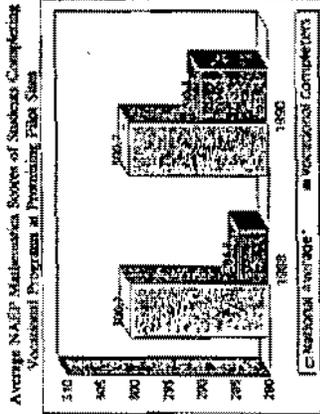
Figure 2
Good Vocational Education Can Help Improve Student Achievement



The graphs show that high schools that successfully restructured their vocational programs in the sample project showed significant improvements in vocational student academic achievement.

Data set for students completing vocational programs at selected pilot sites in "High Schools that Work," see Southern Regional Education Board's Vocational Education Reform Network, *Source: "Making High Schools Work Through Integration of Academic and Vocational Education," Southern Regional Education Board (1992), pages 16-17.*

* National values are based on public high school students in the 1988 NAEP national sample who were enrolled in a college preparatory program.



Box 1 CAREER ACADEMIES

Career Academies involve students from early high school on with real-world careers through selection of an occupational theme such as business, computers, finance, health, or travel and tourism. These themes encompass a set of career options ranging from jobs that require no postsecondary education to professions that require advanced degrees; the curriculum simultaneously prepares students for employment in an occupational field and for college. This approach appeals to students' practical interests, but does not limit their future careers.

Career Academy curricula keep students' options open by providing courses required for college admission, while demonstrating the immediate relevance of a academic subject matter to an occupational field. In addition to the focused course of study, many academies arrange summer employment and part-time jobs for students in the career areas they are studying. Some academies also recruit adults to serve as volunteer mentors for individual students. Curricula are formulated collaboratively through partnerships between schools and local employers. These employers also help arrange for speakers, field trips, mentors, and jobs for students. These experiences help strengthen the connection in students' minds between their coursework and the world outside school.

Box 2 Home-Grown Lessons

This recent study¹⁰ of 15 innovative school-to-work programs documents their diversity of approach, from tech-prep, to restructured vocational education programs, to career academies, to occupational-academic clusters, to youth apprenticeship programs. The study recommends that federal policy should promote common themes and underlying principles but not prescribe a specific program model. Rather, localities should have the flexibility to customize their own school-to-work strategy within the general principles and themes.

The study identifies three major strategies that the programs studied use to improve students' education:

- strengthening instruction in high school and making it more relevant to careers;
- providing extra, personalized support for students and fostering the sense that they belong to a program with a special identity; and
- creating contextual learning experiences for students in workplaces.

The authors note that "extra student support, which has received little attention in efforts to develop school-to-work programs, was found to be a crucial component of most programs, enabling them to engage students in the programs' demanding activities."

The study:

- provides strong evidence that a broad range of students, including disadvantaged and low-achieving students, can be served in school-to-work programs;
- suggests that programs that start in grade 9 or 10 can reach students before they become disengaged and drop out of school;
- finds that disadvantaged and low-achieving students often need the extra support provided by programs that start early and offer distinctive, family-like learning settings, such as a school-within-a-school; and
- shows that extra resources are needed to start new school-to-work programs and to implement their core components. Major efforts are needed to recruit additional employers and expand the commitment of those currently participating.

⁹ Findings from Stern, David, Marilyn Baby and Charles Dwyer. *Career Academies: Partnerships for Reconstructing American High Schools*. Jossey-Bass, 1992.

¹⁰ Parry, Edward, Hilary Kepp, and Joshua Halmon. *Home-Grown Lessons: Innovative Programs Linking Work and High School*. Manpower Demonstration Research Corporation, January 1994.

The School-to-Work Opportunities Act of 1994

By the time the 1994 NAVE issued its final report, there was a growing consensus among educators, employers, and policymakers on what constitute the essential elements of a good career preparation program:

- integration of academic and vocational learning;
- a clear and coherent sequence of courses, as in a career major;
- links between secondary and postsecondary learning; and
- blending of school-based and work-based learning, with employers providing meaningful work experience related to what is learned in the classroom, and schools providing instruction in occupational areas for which there is labor-market demand.

To promote, strengthen, and increase access to programs with these features, the president and Congress joined together to pass the School-to-Work Opportunities Act of 1994 (STWO). This Act provides venture capital to states to build comprehensive school-to-work transition systems and to restructure the learning experience for all students.

The 1994 law expands on the major reforms in the 1990 Perkins amendments, but it goes beyond vocational education courses to include students in general education, college preparatory courses, and school dropouts. It expands the learning environment to include work-based settings, and requires that student results be benchmarked to high academic standards and occupational skill standards. STWO requires engaging large numbers of employers in the education process -- not just as advisors, but as teachers, mentors, and providers of work-based learning and career exploration opportunities. Finally, the law involves creating new, flexible governmental relationships between education and labor departments and between schools and second-chance programs for school dropouts.

The School-to-Work Opportunities Act is an investment in state-level system building. To build the system, states get school-to-work planning grants and then, as they are ready, apply for one-time, five-year implementation grants. Currently, eight states have these implementation grants, and up to twenty more states will be funded in 1995. With continued funding, all states will have implementation grants by 1997. Congress made clear in the law that it expects states and communities to use their own funds, as well as funds from the major federal education and training programs, to continue to build and sustain school-to-work systems once federal support is phased out by the year 2001.

The School-to-Work Opportunities Act gives us a framework for coordinating and streamlining all federal youth education and training programs. The school-to-work strategies provide the organizing principles around which the Administration has crafted the youth component of the G.I. Bill for America's workers. But the STWO Act, which runs to 2001, was never intended to support career-preparation systems over the long term. That is the role envisioned for a transformed Perkins

17

students that benefit--instead of students in a vocational education track or vocational classes, the services could benefit all students in a school. It focuses on providing challenging education that prepares all students for a range of career opportunities, rather than preparing some students for specific low-skill jobs, some for challenging careers, and others for higher education but not work.

A summary of key features and provisions of the proposed "Carl D. Perkins Career Preparation Education Act" follows.

Performance Partnership

The Administration proposes to structure federal support for vocational education as a "performance partnership," an alternative to both the current array of categorical programs and the block grant approach which simply combines funds into grants without accountability for results. It moves the focus of the program away from process to outcomes, thus empowering communities to make their own decisions about administrative structures while providing incentives or sanctions based on actual performance. Federal, state, and local partners would jointly design the program and measure program results, and work together to eliminate barriers to success.

Flexibility

A key component of a performance partnership is ensuring that states and local agencies have sufficient flexibility to accomplish the purposes of the federal programs. The Administration's proposal therefore promotes flexibility in several areas.

- Twenty-three (23) categorical authorities from the current Perkins Act and program authorities from the Smith-Hughes Act would be consolidated into one basic state grant, one national activities program, and programs for Native Americans and Native Hawaiians. A number of separate programs and set-asides, such as State Council grants and Tech-prep, would be consolidated into the basic grant and (at state discretion) receive federal support through that program.

The proposal does away with overly prescriptive, process-oriented requirements. For example, rather than requiring separate State Councils and State Boards for vocational education, states may develop any administrative structure that best accomplishes the administrative and consultation functions of these agencies.

- The number of State Plan requirements would be significantly reduced; remaining requirements would focus states and local agencies on establishing goals for student achievement and describing how they will meet those goals. States would be permitted to develop comprehensive plans for Perkins and one or more of the following: the School-to-Work Opportunities Act (STWO),

19

Act. Only restructuring of the Perkins Act, based on the principles and findings laid out above, can bring school-to-work experiences to the majority of youth in schools and communities across the nation.

The federal government has played a role in vocational education for most of this century. We have learned a great deal in the past few years about what has worked in vocational education and which approaches are outmoded. Research and practical experience also demonstrate why continuing federal investment in vocational education continues to be critical to our nation's future. The Administration has proposed the Carl D. Perkins Career Preparation Education Act as the vehicle for accomplishing this investment in America's youth.

Key Provisions in the "Carl D. Perkins Career Preparation Education Act"

The Administration's proposal would require that Perkins funds be used to support the development, implementation, and improvement of states' school-to-work opportunities systems in secondary and postsecondary schools, as set forth in title I of the School-to-Work Opportunities Act. States and local recipients would be required to give priority to services and activities designed to:

- ensure that students, including students who are members of special populations, have the opportunity to achieve to challenging state academic standards and industry-based skill standards;
- promote the integration of academic and vocational education;
- support career majors in broad occupational clusters or industry sectors;
- effectively link secondary and postsecondary education;
- provide students, to the extent possible, with strong experience in, and understanding of, all aspects of the industry they are preparing to enter;
- combine school-based and work-based instruction, including instruction in general workplace competencies;
- provide school-site and workplace mentoring; and
- provide career guidance and counseling for students at the earliest possible age.

Thus, the proposal aims to transform vocational education into a component of true career preparation by building into every phase of planning and implementing Perkins-funded activities the belief that all students, including disadvantaged, disabled, and limited-English speaking students, can achieve to high standards. Compared with earlier vocational education laws, this proposal broadens the base of

18

Goals 2000: Educate America Act, the Elementary and Secondary Education Act (ESEA), and the Job Training Partnership Act (JTPA). The plan must be approved by the State education agency and one or more State agencies responsible for postsecondary education.

- The Secretary of Education and Labor would have the authority to waive provisions of law or regulation that impede the state's ability to reform education and develop school-to-work opportunities systems.
- States would be authorized to combine their Perkins state leadership funds with funds available for state leadership activities under STWO, Goals 2000, ESEA, and JTPA. Similarly, local agencies could combine funds for the development, implementation, or improvement of school-to-work opportunities in order to carry out services and activities that are authorized under Perkins as well as the other programs.

Funding

Funds would continue to flow to states by a formula based on population and the relative per capita income among the states, but the current formula, and other provisions for distribution of funds, would be simplified.

- Instead of three age cohorts used in current law, the formula would allot half the funds based on population aged 16 to 19 and half on population aged 20 to 24. This is consistent with the Act's focus on school and college programs serving youth. However, services and activities could benefit all students enrolled in funded institutions, regardless of age.
- A "hold-harmless" provision would ensure that no state receives less than 90 percent of the funds received for fiscal year 1995, for each fiscal year through 1998 (assuming sufficient appropriations from Congress).
- States would distribute funds available for secondary education services and activities to local education agencies (LEAs) or consortia of LEAs. They would distribute funds available for postsecondary services and activities to eligible institutions or consortia of institutions including institutions of higher education, LEAs providing education at the postsecondary level, area vocational education schools providing education at the postsecondary level, or IIA controlled or tribally operated postsecondary institutions.
- Funding for Indian tribes and tribal organizations and for Native Hawaiian programs would remain at 1.25 percent and 0.25 percent, respectively, of the basic grant. The Secretary would also continue to be authorized to make grants to tribally controlled postsecondary vocational institutions.

20

State leadership and administration

From their allotments, states could retain up to 25 percent for fiscal years 1996 and 1997 and up to 15 percent for fiscal years 1998 through 2005 for state-level activities. Of the amount retained, states could use up to 5 percent for administration. The remainder would be used for state leadership activities that support the development, implementation, and improvement of statewide school-to-work opportunities systems and are integrated with broader education reform activities underway in the state and activities the state carries out under Goals 2000, STWO, JTPA (title II), and ESEA.

These activities could include:

- professional development for vocational and academic teachers and guidance personnel;
- developing and disseminating curricula that are aligned, as appropriate, with challenging state academic standards and industry-based skill standards;
- monitoring and evaluating the quality of, and improvement in, activities conducted under Perkins;
- promoting equity for all students, including special populations and women;
- improving guidance and counseling; and
- expanding and improving the use of educational technology.

The State Plan would need to be approved by at least two agencies: the state educational agency and whichever state agency or agencies responsible for higher education the state chooses. In developing its plan, the state would be required to consult widely with individuals, employers, and organizations that have an interest in education and training. The state educational agency would also be required to submit the State Plan to the governor for review and comment.

Local agencies

States would distribute at least 85 percent of their allotment in fiscal years 1996 and 1997, and 85 percent for 1998 through 2005, to local agencies—an increase from the current level of 75 percent. States would continue to set the allocation of funds between secondary and postsecondary levels, but could directly fund consortia of secondary and postsecondary institutions, such as tech-prep consortia.

- To target funds to areas with the greatest need, the distribution to local education agencies (LEAs) and consortia of LEAs would be based on their allocation to serve disadvantaged children under title I, part A, of ESEA. Area vocational schools serving secondary students could also receive funds.

21

quality and effectiveness of the services provided by their local agencies and institutions.

- Performance indicators would focus on at least:
 - (1) achievement to challenging state academic standards and industry-based skill standards;
 - (2) receipt of a high school diploma, skills certificate, or postsecondary certificate or degree; and
 - (3) job placement, retention, and earnings, particularly in the career major of the student.
- Each local agency receiving a subgrant would evaluate, using the state's performance goals and indicators, the effectiveness of its Perkins activities. Local agencies would be able to use Perkins Act funds to evaluate their entire school-to-work systems, and need not evaluate separately the Perkins-funded activities if they conduct a broad evaluation. They would use the information on student outcomes to improve their programs and plan for the use of their federal funds on a regular basis, and would report the evaluation results to the state biennially.
- If a state determines that a local agency is not making substantial progress toward the goals, the state would work with the local agency to develop an improvement plan and would provide technical assistance necessary to correct problems. If, after three years, the local agency is not making sufficient progress, the state would be required to take corrective action, consistent with state law. These provisions are similar to current law.
- With their state leadership funds, states would monitor and evaluate services and activities carried out with Perkins Act funds, or conduct a broad evaluation of their school-to-work systems, and report once every two years to the Secretary on the effectiveness of services and activities.
- If the Secretary determines that a state is not properly implementing its responsibility to oversee and assist local agencies, or that it is not making substantial progress toward achieving the purposes of the Act, measured by the performance indicators, the Secretary would work with the state to implement improvements.
- If, after a reasonable time of improvement activities, the state is not making progress, the Secretary would be required to withhold all or a portion of the state's Perkins funds.

22

as under current law. A minimum grant of \$15,000 would continue from current law.

- Institutions of higher education, or consortia of these institutions, would be allocated funds based on the number of recipients of Pell Grants and Bureau of Indian Affairs student assistance. A minimum of \$60,000 would apply to consortia of secondary and postsecondary institutions, as well as to postsecondary institutions.
- Local educational agencies with more than one school and institutions of higher education with multiple campuses would focus assistance on schools or campuses that serve the highest numbers or percentages of students who are members of special populations. Requirements in current law that federal funds be targeted to specific services or occupational programs would be eliminated.

Local agencies would use the funds to conduct services and activities that further the development, implementation, and improvement of school-to-work opportunities. Local recipients would be required to focus assistance under title I of Perkins on schools or campuses that serve the highest numbers or percentages of students who are members of special populations; in addition, they would need to provide services and activities of sufficient size, scope, and quality to be effective. Activities could include:

- developing curricula, including establishing career majors;
- professional development;
- acquiring and adapting equipment, including instructional aids;
- services, provided directly or through community organizations, to meet the education needs of students who are members of special populations;
- tech-prep education; and
- involving business and labor organizations in the development, implementation and improvement of a school-to-work opportunities system in the state.

Performance Goals and Evaluation

In exchange for the increased flexibility, the new performance partnership would require evaluation of program accomplishments based on objective, measurable performance goals and indicators. Building on the systems of standards and measures they developed under the 1990 Perkins Act, states would establish, by July 1997, performance goals and indicators defining the level of performance to be achieved by students served under the Act, and use these factors to evaluate the

23

Incentives

Finally, the proposal contains incentives for achieving state-based performance goals. Recognition for exemplary performance would be tied to core performance standards and the goals and objectives established by the states in consultation with the Secretary, and by localities in consultation with their states. A peer review process would be used to determine which agencies have exhibited exemplary performance.

- Beginning in fiscal year 1998, the Secretary would be authorized to reserve up to 10 percent of the state grant funds for "Awards for Excellence" to states with exemplary performance.
- States would be authorized to use state leadership funds to provide financial incentives or awards to local educational agencies or postsecondary institutions in recognition of exemplary performance.
- Incentive awards at both the national and state level would recognize exemplary quality or innovation in career preparation education activities, or exemplary services for students who are members of special populations.

National Programs

Title II of the Perkins proposal authorizes the Secretary to carry out research, development, dissemination, evaluation, capacity-building, and technical assistance activities to support state and local Perkins Act activities under Title I of the proposal. These activities would be closely coordinated with School-to-Work, Goals 2000, JTPA, and ESEA activities. They would include:

- support for states in their development of performance goals and indicators;
- professional development, tied to academic and occupational skill standards, for teachers, counselors, and administrators;
- occupational and career information systems;
- a National Assessment of Perkins activities and services;
- a National Research Center for applied research, development, and dissemination; and
- national data systems on school-to-work opportunities and the performance of students in career preparation activities and services.

24

Authorization

The Act would authorize \$1.141 billion for state grants and \$37 million for national leadership activities in fiscal year 1998. A 10-year reauthorization is requested to provide for the systemic reform needed for full implementation of a school-to-work opportunities system in every state.



[What's New](#)
[What is STW?](#)
[States](#)
[Resources](#)
[Communications](#)
[Grants](#)
[Evaluation](#)
[TA Providers](#)



REPORT TO CONGRESS
IMPLEMENTATION OF THE SCHOOL-TO-WORK OPPORTUNITIES ACT

September 1997

[Download the Report to Congress \(WordPerfect format\)](#)

[View the Report to Congress](#)

[View the Executive Summary](#)

Executive Summary

This Report to Congress on the Implementation of the School-to-Work Opportunities Act of 1994 describes the progress that States and locally based public-private partnerships have made in building School-to-Work (STW) systems. More students are participating in educational activities that can enhance their career and postsecondary prospects. More employers are becoming active partners in providing applied learning opportunities. And more States and communities are putting in place the policies to make this initiative a successful and lasting effort in improving education and the caliber of our workforce. In this fourth year of a seven-year initiative, progress is measured not only by how successful States and localities have been in using STW to enhance a student's education, but, increasingly, by the degree to which they can sustain this initiative beyond the Federal investment, which ceases when the Act sunsets on October 1, 2001.

Administered by the U.S. Departments of Education and Labor, the School-to-Work Opportunities Act gives States seed money to design and implement their own comprehensive STW system. States and localities are given broad latitude in designing their own systems so long as each includes the Act's three components: work-based learning, school-based learning, and connecting activities. As defined in the legislation, STW systems also integrate academic and vocational education, link secondary and postsecondary education, provide learning opportunities at the work site, and fully involve the private sector.

School-to-Work prepares students for college and careers and motivates them to learn by demonstrating the relevance of what they study and giving them a sense of available career choices. In fact, the School-to-Work Opportunities Act is a cornerstone of an ambitious national initiative to encourage States and local communities to change how they educate students. It puts community partnerships at the helm of a strategy for systemic education reform that offers students the opportunity to learn the way experts say they learn best — through application of rigorous academics. School-to-Work improves learning and offers communities a means for preparing and educating the Nation's workforce for the next century. Because it recognizes that businesses need well educated employees, employers are key partners.

The Status of STW Implementation

Since last year's Report, 10 additional States (California, Connecticut, Louisiana, Minnesota, Missouri, Nevada, New Mexico, Rhode Island, South

Carolina and Texas) have been awarded five-year implementation grants, raising the number of Implementation States to 37. The other 13 States (Alabama, Arkansas, Delaware, Georgia, Illinois, Kansas, Mississippi, Montana, North Dakota, South Dakota, South Carolina, Virginia, and Wyoming) plus the District of Columbia, Puerto Rico, and the territories have received only development grants (to support planning for implementation) thus far.

Urban/Rural Opportunities Grants (UROG) were awarded in the past year to an additional 32 local partnerships that focus on the needs of youth who live or go to school in high-poverty areas, bringing the total number of UROGs to 85. Currently, there are also 29 communities that receive direct Local Partnership Grants from the Departments of Education and Labor. These communities are located in States that have not yet received an Implementation Grant or are in their first year of implementation funding. 137 communities have received either UROG or direct Local Partnership grants in the past three years. About 900 local partnerships are funded through State grants.

In the coming year, the Department will offer technical assistance and support to help as many of the remaining 13 States, the District of Columbia, Puerto Rico and the Territories that have received development grants as are interested in participating and demonstrating readiness to begin full scale implementation efforts.

Progress to Date

Notable progress in STW can be seen through: observations from site visits made to STW implementation States; the first year's findings from a five-year independent national evaluation of STW conducted by Mathematica Policy Research Inc.; and a State-designed Progress Measures process.

Participation. STW is taking hold in a majority of States and in more than 1,000 communities. States are committing to provide access to STW to every student, including out-of-school and high-risk youth, and youth with disabilities. Early data indicate that many students, schools, and employers are taking part in STW, although these same baseline numbers also reflect early struggles with comprehensive participation.

According to data reported by States:

- The number of local partnerships increased from 294 partnerships in 11 States in December 1995 to 932 partnerships 41 States and Puerto Rico in June 1996.
- Of the 111,500 elementary and secondary schools in the United States, 23 percent offer at least one component of STW, as of June, 1996.
- Of the approximately 13 million secondary school students in the United States, one million participated in one or more school-based STW activity between January and June 1996.
- However, according to first year data being collected for the National Evaluation by Mathematica, only 2 percent of all secondary school students could be described as having participated in comprehensive STW activities, i.e., a career major with integrated curricula, and paid or unpaid work experience linked to school.

Site visit reports, the National Evaluation and state reports indicate that employers are increasingly committed to School-to-Work. Many are becoming involved in local STW partnerships and steering committees, providing work-based learning opportunities, and hosting teachers and counselors in internships.

- Between December 1995 and June 1996, the number of businesses participating in STW partnerships increased by 50 percent from 135,000 to 200,000.
- Businesses have increased their capacity to provide work-based learning opportunities. In December 1995, business offered approximately 53,000 work-based learning opportunities for students. By June 1996, local partnerships were reporting that employers provided 119,000 opportunities.
- In 1996, about 31 percent of the students who obtained paid jobs through school indicated they spent at least half of their time at the workplace being trained. By comparison only 13 percent of those who found a job on their own reported being trained in the workplace.

Foundations for STW The flexibility in the Act has encouraged a wide variety of approaches to STW as suggested in the State Profiles attached to this report. How a State or locality implements STW appears to depend on which agency administers it. In States where it is administered by a State Department of Education, STW usually is a means for achieving education reform. In other States, the emphasis may be on economic development or workforce preparation, depending on its operating organization. While these divergent strategies reflect local decision-making on how to implement STW, from a national perspective it is clear that STW must be incorporated into, rather than seen to be in competition with, a State's education reform in order to be successful.

States are building solid foundations for their STW systems through partnerships with other public and private initiatives. As intended by the legislation, States are leveraging STW funding from other sources and securing in-kind support. They are also using STW as a key school improvement strategy. A number of States have enacted legislation in support of educational reform and STW initiatives.

Staff Development. States and local partnerships recognize that staff development is an investment that will lead to long-term changes in teaching and developing a future workforce. Even so, pre-service and in-service training and credentialing of teachers, which are considered critical to increasing teacher understanding and practice of STW methodologies, are not yet a major focus.

Challenges Ahead School-to-Work holds tremendous promise for its various stakeholders, but it demands in return their strong commitment to high standards and cooperation. Change is not easy and it will take time until significant numbers of students have moved through STW systems into the workforce. A number of areas must be addressed in the coming years to ensure that STW meets its full potential for students and their families, educators, businesses, and communities. These include:

- 1). *Parental understanding of and involvement in STW.* Parents need to be assured that STW does not limit opportunities but rather increases students' awareness and ability to take advantage of postsecondary education and a broad array of career options.
- 2). *Continued growth of employer participation in STW.* Fewer than one percent of the nation's employers are involved in STW. In order to promote greater employer participation (particularly with regard to offering work-based learning slots), there needs to be a better understanding of certain issues, including insurance and liability questions.

3). *The tension between quality and quantity.* We need to identify and develop many more high quality work-based learning opportunities for students.

4). *Continued momentum by all States.* It is important for the long-term viability of STW to maintain an ongoing commitment by all key parties. This has not yet happened in all States that have received implementation funding.

5). *Support for STW after the Federal funding ceases.* Public, institutional and financial support for STW must be cultivated to sustain it after the Federal grants end.

6). *Ensure that out-of-school youth are adequately served in STW systems.* Currently, the Departments of Education and Labor do not have data that capture the participation of out-of-school youth in STW. However a two-year study has been started to examine promising STW systems and program practices for out-of-school youth, and demonstration projects focusing on implementing model STW initiatives for out-of-school youth have been awarded.

The Departments of Education and Labor have launched a broad information, technical assistance, and research and evaluation effort to address all of these challenges, as well as the concerns and needs of all stakeholders.

Conclusion Implementation of School-to-Work is a long-term initiative where efforts are just beginning to seen. At this early stage, evidence suggests that STW is fundamentally changing how this country views education. STW may vary by State and by community, but we are beginning to see innovations in how students learn, in how teachers teach, and how employers work with schools, as well as how all of these players can work together to have a positive impact on our children's future.

EXECUTIVE SUMMARY

1998 REPORT TO CONGRESS

IMPLEMENTATION OF THE SCHOOL-TO-WORK OPPORTUNITIES ACT

- ◆ The School-to-Work Opportunities Act of 1994 established both a framework and an opportunity for States and local communities to design and implement different strategies to support students in their mastery of academic and technical skills, and in preparation for further education and careers.
- ◆ In well-conceived and -executed initiatives, School-to-Work can lead to higher academic achievement, better attendance in school, reduced drop-out rates, and better college preparation. Data from early School-to-Work efforts in Philadelphia and Boston show the positive impact of School-to-Work teaching and learning methodologies on students when they learn in an environment where they apply their knowledge and skills to real-world challenges.
- ◆ Institutional changes as significant and widespread as those envisioned in the School-to-Work Opportunities Act take place over time and with much planning and collaboration among many diverse parties. The Departments of Education and Labor are pleased to report meaningful progress in the implementation of the Act.
- ◆ The Departments of Education and Labor have identified six goals for the implementation of the School-to-Work Opportunities Act in 1998-2000. The six goals guiding the work of the Departments and the National School-to-Work Office are:
 - Goal 1. Award implementation grants to all States.
 - Goal 2. Ensure that the School-to-Work Opportunities Act is sustainable in all States, with a particular emphasis on the first eight implementation States.
 - Goal 3. Increase employer involvement and the creation of internships and work-based learning.
 - Goal 4. Support development of career clusters, with career-related curricula, standards, and certificates in high-demand occupations.
 - Goal 5. Ensure that School-to-Work supports high academic achievement for all students.
 - Goal 6. Increase participation of out-of-school youth through Job Corps and other alternative learning systems.
- ◆ As of September 30, 1998, all States and many local communities had demonstrated their commitment to the design and implementation of School-to-Work systems that meet the criteria contained in the legislation. All States have now been awarded multi-year School-to-Work implementation grants.

- ◆ The most recent data from the independent National Evaluation and the School-to-Work Progress Measures (collected between July 1, 1996, and June 30, 1997) show a growing infrastructure at the local level. At that time, more than 1,100 School-to-Work partnerships in 44 States and Puerto Rico were in place. These partnerships covered 83 percent of the secondary schools in their geographic areas.
- ◆ This infrastructure (which has grown to 50 States and now includes more local partnerships) is one of the most significant achievements to date. This foundation must be in place before students are able to participate fully in School-to-Work. It is anticipated that these numbers will continue to grow as systems evolve, and opportunities expand.
- ◆ The Departments have also, in the past year, awarded 24 communities a total of \$11 million in Urban and Rural Opportunity grants. These funds went to 10 local partnerships in Empowerment Zones and Enterprise Communities that will link their STW systems with their economic development plans as well as to 14 existing Urban and Rural Opportunity grantees to expand and strengthen their initiatives.
- ◆ States are taking steps to sustain their School-to-Work systems by realigning resources, enacting legislation, and putting in place state policy and/or statutory code. Of the first eight States to receive implementation grants, all have enacted some form of legislation, policies, and/or codes.
- ◆ Other significant elements of School-to-Work found in the first eight implementation States include: enhanced career development systems providing students with more career information and opportunities; expanded use of contextual teaching and learning; expanded pre-service and in-service professional development for teachers, counselors, and administrators; growth in school-based enterprises and community service learning; continued involvement of business, industry, and organized labor; and integration of permanent structures in education to support this involvement.
- ◆ Other significant elements include: the planning and delivery of integrated and aligned curriculum with linkages to postsecondary education and training; opportunities for participation of all students; work-based learning connected to students' academic and career plans; student performance assessments; and relationships with complimentary initiatives.
- ◆ Data from partnerships that participated in both the 1996 and 1997 surveys show a 71 percent growth in the number of work-based learning opportunities for students. While these data pertain to only a sub-sample of partnerships, the evidence does indicate the degree of growth in and support for the work-based activities of these partnerships.
- ◆ A challenge for School-to-Work partnerships is to develop more intensive workplace experiences connected to student class work. As with all components of School-to-Work, such opportunities for work-based learning will become more available, as systems evolve.
- ◆ In data collected in 1996 and 1997, the National Evaluation found that career majors and curriculum changes, such as the integration of rigorous academic standards with industry

standards, were less of a priority for most States than were other aspects of School-to-Work, such as promoting career development and workplace activities.

- ◆ States are demonstrating creative and innovative strategies to bring the School-to-Work experience to those young people who are not in school or who are struggling to stay in school. These include state-wide institutes, grant solicitations to identify ways to better serve out-of-school youth, and bring together teams of individuals from entities that serve youth to develop comprehensive action plans around the needs of at-risk and out-of-school youth.
- ◆ There is a growing acceptance of School-to-Work concepts, activities, and practices in schools and communities across the country. It is, however, the potential for school improvement and student achievement that appears most exciting and promising due to School-to-Work teaching and learning.
- ◆ Employers who are involved with School-to-Work are clearly committed. Postsecondary institutions are showing interest in applied and contextual learning that are found in quality School-to-Work experiences, and parents of students who are excelling and achieving are supporting STW at the local level. In a time of widespread demand for better outcomes from the nation's schools, STW is taking root in an environment that is receptive to education reform strategies.
- ◆ The Departments of Education and Labor believe the STW effort with its emphasis on experiential learning and rigorous standards is a valuable tool in a comprehensive effort to improve all-around school and student performance.
- ◆ Challenges that must be addressed for School-to-Work to reach its full potential include: (1) the need to provide better support for State and local efforts to develop career majors, design curriculum, establish skill standards, and develop certificates linked to careers in high-demand occupations; and (2) the need to ensure that STW is integrated with education reform and the push for high academic standards. STW needs to be viewed as an integral approach for achieving higher academic standards.
- ◆ The Departments will assess the lessons learned in implementing the Act and continue to provide support to States and communities as they address the many challenges of preparing our country's youth to be productive citizens in a rapidly changing world.

PROGRAM MEMORANDUM--OVAE--99-2

November 27, 1998

TO: State Directors of Vocational-Technical Education
State Directors of Community, Technical and Junior Colleges
State Tech-Prep Coordinators

FROM: Patricia W. McNeil
Assistant Secretary for Vocational and Adult Education

SUBJECT: Guidance for FY 1999 State Plan Requirements

This memorandum provides guidance regarding options for the submission of State plans due April 2, 1999, to apply for funds that become available July 1, 1999, under the Carl D. Perkins Vocational and Technical Education Act (Perkins III). The guidance, provided in this memorandum, covers Title I (Assistance to States), as well as Title II (Tech-Prep Education).

Prior to the passage of new legislation, the Division of Vocational-Technical Education conducted three workshops focusing on three key themes: education reform, accountability, and academic and occupational standards. Personnel from the vocational education, school-to-work, and JTPA communities attended these workshops. Our intent was to provide States with a foundation for preparing State plans.

Now that we have new legislation (PL 105-332), we are offering several options for States to choose from in meeting the requirements to submit a State plan for Perkins III by April 2, 1999. Due to the requirements of the Cash Management Improvement Act (CMIA), the date on which the State may begin to obligate funds under the Perkins Act may be delayed if the State does not submit a plan under one of the options described below by the deadline. An untimely submission may jeopardize a State's July 1, 1999, receipt of funds under the Perkins Act.

Regardless of which option the State chooses, we expect that States may build on successful practices and strategies already in place under Perkins II to meet the requirements of Perkins III. For example, States that have well established and successful vocational and academic integration programs may use this framework to ensure learning in the core academic and vocational and technical subjects and provide students with a strong experience in, and understanding of, all aspects of an industry, as required in Perkins III [section 122(c)(5)].

In addition, State plans must meet the requirements to remove barriers to equity in Section 427(b) of the General Education Provision Act (GEPA), as well as include assurances required by Perkins III and the Education Department General Administrative Regulations (EDGAR) forms (enclosed). State plans must also include a budget request.

We are offering several options for States to choose from in submitting State plans by April 2, 1999. These options include a transitional plan, a multi-year plan, a unified plan, or a consolidated plan. We recommend that the application for Tech-Prep funds be submitted as part of the State plan regardless of the option the State chooses. These options reflect conversations we had with many of you and with other groups. Therefore, we are providing the following guidance and attachments to facilitate the timely submission of State plans.

I. Transitional Plan (three options)

Section 4 of Perkins III authorizes the Secretary to take steps to provide for the orderly transition from the Carl D. Perkins Vocational and Applied Technology Education Act (Perkins II) to Perkins III. There are three options under the transitional plan that a State can choose from depending on its readiness to implement Perkins III. By April 2, 1999, a State could file a one-year transitional plan covering the period July 1, 1999, through September 30, 2000, whether or not it plans eventually to file a multi-year plan as part of a State Unified Plan covering vocational education under Section 501 of Workforce Investment Act of 1998 (WIA), or a multi-year plan under Section 122(d) of Perkins III for the period July 1, 2000, and beyond.

Although the three transitional plans need not contain the depth of discussion expected in a full five-year plan, options 1 and 2 must include the levels of performance and be sufficiently rigorous for the State and this Department to reach agreement on the levels of performance for the period July 1, 1999, through September 30, 2000, for each of the core indicators of performance identified in Section 113(b)(2). Option 3 provides a different method of addressing the performance requirements.

Option 1

Under the **first option**, the one-year transitional plan for FY 1999 funding should contain a general description in response to all items identified as "plan content" in Section 122(c) of Perkins III. Emphasis should be placed on the following key areas:

- activities designed to meet or exceed the State adjusted levels of performance --
Section 122(c)(1);
- activities to provide comprehensive professional development for personnel --
Section 122(c)(2);
- involvement of parents, teachers, local businesses and labor organizations in programs --
Section 122(c)(3);
- allocation of funds to all eligible recipients --
Section 122(c)(4);
- activities for individuals who are members of special populations --
Section 122(c)(8);
- data reporting on students= participation --
Section 122(c)(12);
- relation of programs to occupational opportunities --
Section 122(c)(15);
- methods for joint planning and coordination with other Federal programs --
Section 122(c)(16);
- promotion of nontraditional training and employment preparation --
Section 122(c)(17);
- submission of complete, accurate and reliable data --
Section 122(c)(20).

Option 2

The **second option** for the one-year transitional plan is for those States that cannot meet the April 2, 1999, submission date because the State cannot fully satisfy the requirements in State and federal law by

that date. We would expect those States to submit a letter of assurance addressing three areas: 1) goals or objectives that the State hopes to achieve, 2) process and timelines for developing the transitional plan in order to comply with the various requirements of the State plan including all of the public requirements, and 3) fiscal accountability including the amount of funds to be used to carry out State-level activities, and the process use to distribute program funds within the State. The letter of assurance also should include a completed assurances sheet and certification page, including the signature of the authorized State representative. After the completion of the state planning process, the State then would submit its transitional plan addressing the items included in I. A (Option 1) to this Department by May 15, 1999. As stated before, CMIA deadlines apply, however, we will try our best to work with you to meet your needs by releasing the federal funds by July 1, 1999.

Option 3

The **third option** for the one-year transitional plan is for States to extend their current Perkins II plan with revisions or amendments. As stated at the regional workshops, amendments may or may not be substantial. The State decides in the first instance whether the change is "substantial," however, the final decision will be made in the course of reviewing the State plan amendments. In order to qualify under this option, the State must clearly delineate the reasons why it cannot apply under the other available options. If a State selects this option, we expect that the State will describe how it will rapidly move towards implementation of Perkins III and how it will address the following requirements: 1) process and timelines for meeting Perkins III programmatic accountability provisions; 2) rationale for amendments or revisions identifying current needs and how the State is planning to meet these needs; 3) collaborative efforts with other Federal programs and stakeholders; and 4) fiscal accountability.

During the first year of approved transitional plans, States should continue their planning process in order to submit a final, comprehensive plan that promotes student achievement and career preparation. Approval of this final plan would be the basis on which funds would be awarded for FY 2000 and beyond.

II. Five-Year State Plan

A State choosing this option must ensure that the plan includes all of the required elements of Perkins III in detail. As indicated earlier, new State plans must meet the requirements of Section 427(b) of GEPA, as well as include the assurances required by Perkins III and EDGAR.

III. Unified Plan

Section 501 of WIA encourages States to develop a unified plan for, at least, two or more of the following programs: 1) workforce investment activities under Title I of WIA; 2) adult education and literacy under Title II of WIA; 3) secondary vocational education (if the State legislature approves); and 4) postsecondary vocational education. This plan must include all of the elements required for a separate 5-year plan. If a State does not include both secondary and postsecondary vocational education in its unified plan, it must submit a separate vocational education plan for that part which is not included.

IV. Consolidated Plan

Section 14302 of the Elementary and Secondary Education Act (ESEA), as reauthorized by Title I of the Improving America's Schools Act (IASA), allows State education agencies (SEA) to apply for federal program funds including Perkins III funds through a single, simplified consolidated plan rather than through separate funding applications or plans. The approval of a consolidated plan does not alter the

obligation of an SEA and its grantees to continue to comply with all programmatic requirements of each program. An SEA may consolidate administrative funds under specified programs. In addition, approval of a consolidated State plan does not authorize commingling of program funds.

Again, the State will be expected to include the levels of performance and be sufficiently rigorous for the State and this Department to reach agreement on levels of performance for the period July 1, 1999, through September 30, 2000, for each of the core indicators of performance identified in Section 113(b) (2).

If your State is interested in this option, please contact the Division of Vocational-Technical Education for further information.

Tech-Prep Education

Section 203(c) of Perkins III requires States to submit to the Secretary an application in the manner and accompanied by the information that the Secretary may require to receive Tech-Prep Education funds. We recommend that the State's Tech-Prep application be submitted as part of the State plan. We also recommend that the Tech-Prep application follow the same specific procedures and requirements for whichever option your State chooses for the State plan.

As mentioned before, we are offering the same options for Tech-Prep as for the Basic Grants. Therefore, we are providing additional guidance for the three options under transitional Tech-Prep applications.

I. Transitional Plan (three options).

Under the **first option**, the one-year Tech-Prep transitional application must contain a general description of any changes the State intends to make to the existing State Tech-Prep plan in order to respond to changes in Perkins III's Tech-Prep Education Act, Title II.

For instance, will the State make the awards on a competitive basis or on the basis of a formula?

How will the State review applications based on their potential to create an effective Tech-Prep education program? Are applications addressing the seven elements of Section 204(c)? For example,

- How will the curriculum be changed to help program participants meet academic standards developed by the State?
- Will the program design be modified to include work-based or worksite learning?
- Will the program design be modified to use educational technology and distance learning?

What will the State do to give special consideration to applications that address the five elements of Section 205(d)? For example:

- providing education and training in areas of significant workforce shortages?
- demonstrating how the program will help students meet high academic and employability competencies?

How will the State ensure that applicants address the special rule in Section 204(a)(2) regarding expanded membership in Tech-Prep consortia?

How will the State collect data to address the reporting requirements in Section 206?

The **second option** for the one-year transitional Tech-Prep application is the same as for the Basic Grants. The State may submit a letter of assurance addressing the three areas indicated in I. B.(Option 2). The application would then have to be completed and submitted to this Department by May 15, 1999.

The **third option** would extend the Perkins II Tech Prep application but address Perkins III requirements as follows: 1) any changes the State intends to make to the existing State Tech Prep application in order to respond to changes in Perkins III's Tech Prep Education Act, Title II; 2) process and timelines for meeting Perkins III accountability provisions including addressing the reporting requirements in Section 206; and 3) fiscal accountability including the amount of funds to be used to carry out Tech Prep activities, and the process use to distribute Tech Prep funds to consortia within the State. Again, the State will clearly delineate the reasons why it cannot meet other available options and how it will rapidly move to implement Perkins III.

II. Five-Year State Plan

A State choosing this option must ensure that the Tech-Prep application includes all of the required elements of Perkins III in detail (section II.under Basic Grants).

For the other two options -- **Unified Plan and Consolidated Plan**- the Tech-Prep application will follow the same specific procedures and requirements.

In Title II, Tech-Prep Education, a new initiative referred to as high schools at community colleges, is included (Section 207). When funds are appropriated for this demonstration program, additional guidance will be provided to the States.

Please feel free to contact Ron Castaldi of my staff at (202) 205-9441, or use the electronic mailbox at DVTE@inet.ed.gov, or view our web site at <http://www.ed.gov/offices/OVAE/VocEd/InfoBoard/legis.html> for any assistance you may need.



This page last updated December 18, 1998 (gkp)

November 27, 1998

TO: State Directors of Adult Education
State Directors of Vocational Education

FROM: Patricia W. McNeil

SUBJECT: Implementation of the Adult Education and Family Literacy Act
and the Carl D. Perkins Vocational and Technical Education Act of 1998

The recently-enacted Adult Education and Family Literacy Act (AEFLA) and the Carl D. Perkins Vocational and Technical Education Act of 1998 (Perkins III) offer exciting opportunities to improve the quality of adult and vocational education as we enter the 21st century. We are proud to be a partner with you in this important endeavor.

Implementing these ambitious laws, however, poses some daunting challenges as well, particularly given the narrow time frame we have for implementation. The Department of Education intends to work closely with you over the next several months to provide the flexibility, guidance, and technical assistance that you need in order to master these challenges and maximize the opportunities created by the new legislation.

The purpose of this memorandum is to describe our overall implementation strategy and to outline the types of guidance and other information you can expect to receive from the Department in the coming months.

The Department's approach to the implementation of AEFLA and Perkins III will be guided by four key principles:

- **Flexibility** We will implement both laws in a manner which maximizes State and local flexibility. Regulations will be kept to a minimum.
- **Collaboration** We will work collaboratively with the Department of Labor, the Rehabilitation Services Administration, and other offices within the Department of Education to promote the development of quality education and workforce systems and alignment with education reform efforts.
- **Timeliness** We will respond to your questions, concerns, and other information needs as expeditiously as possible.
- **Customer Service** Our decisions will reflect the needs and concerns of our customers. We will look to you and other stakeholders to help us not only identify issues that require guidance, clarification, or technical assistance, but to collaborate with us in devising the best and most appropriate means of addressing them.

Using Technology to Facilitate Communication and Information-Sharing

Throughout the implementation process, we will be taking full advantage of the potential new technology offers to improve and enhance communication with you and other stakeholders:

- In response to your suggestions, we have created two listservs for the State Directors of Adult

Education and State Directors of Vocational Education. The purpose of the listservs is to facilitate communication and the exchange of ideas among State Directors, as well as with OVAE staff. They are intended to be a resource for you as you develop State plans and implement the two laws, providing you with a swift and simple way to consult with your counterparts in other States.

- We have created two dedicated e-mail addresses that are reserved exclusively for comments and questions regarding the implementation of AEFLA (dael@inet.ed.gov) and Perkins III (dvte@inet.ed.gov). Our goal is to respond to all questions as quickly as possible. Once finalized, our responses to these questions will be shared with you through the listservs, as well as made available on the OVAE website.
- We are expanding the OVAE website to include a wide range of information related to implementation, including detailed side-by-sides of the legislation and program and policy memoranda. Information concerning the implementation of AEFLA can be found at <http://www.ed.gov/offices/OVAE/AdultEd/InfoBoard/legis.html>. Information about Perkins III can be found at <http://www.ed.gov/offices/OVAE/VocEd/InfoBoard/legis.html>.
- We will be encouraging States to submit their State plans electronically to the Department.

State Plan Guidance for FY 99

To inform your planning, this month we will be providing you with guidance and information regarding a number of issues related to the development and submission of State plans for both programs. This includes:

- A description of the different options that we are making available to you for the submission of State plans for fiscal year 1999. During our discussions with you this fall during the DVTE regional meetings and the DAEL meeting for State Directors of Adult Education in Washington, many of you emphasized the difficult and time-consuming nature of the process of developing new State plans. Your concerns guided the design of the FY 99 State plan options.
- Estimates of the State formula allocations for the two programs for FY 99.
- Policy guidance concerning the use of carryover funds under the Carl D. Perkins Vocational and Applied Technology Act and the Adult Education Act, as Amended.

By mid-December, we expect to provide you with more detailed guidance related to the development and submission of State plans for the two programs. If there are specific issues that you believe should be addressed or clarified in this guidance, I encourage you to bring them to the attention of program staff as soon as possible.

Coordination with the Department of Labor and the Rehabilitation Services Administration

Both the Workforce Investment Act (WIA) and Perkins III emphasize the value and importance of interagency collaboration and coordination at the Federal, State, and local levels. OVAE staff have been meeting on a regular basis with our counterparts in the Employment and Training Administration of the Department of Labor and the Rehabilitation Services Administration (RSA) to coordinate our implementation of WIA and Perkins III. We strongly encourage comparable interagency consultation and coordination at the State level as well.

A central focus of our work has been the development of joint policy guidance to address a number of cross-cutting issues related to the implementation of all of the programs authorized under WIA and Perkins III. The first product of these efforts will be joint guidance regarding corresponding provisions in WIA and Perkins III that address the relationship between these two laws and the School-to-Work Opportunities Act. We will provide additional joint guidance on the implementation of the one-stop delivery system, incentive grant, and unified plan provisions of WIA.

Accountability

The performance accountability systems established in AEFLA and Perkins III are among the most important programmatic reforms made by the two laws. They are among the most challenging to implement as well.

We believe that collaboration with you and other stakeholders is critical to the successful implementation of these provisions. We cannot develop workable and useful performance measurement systems without your active involvement. We know that a fully developed system of local, State and national outcome measures will only evolve over time with careful attention to continuous improvement.

During the first week of December, the Division of Adult Education and Literacy will be convening a meeting of key stakeholders to solicit advice and recommendations regarding the implementation of the AEFLA accountability provisions, including proposed definitions for the core indicators of performance. Drawing on the ideas and recommendations generated during this forum and through other means, in early January 1999 we will develop and disseminate draft proposed definitions that will be shared with you and other stakeholders for comment.

The Division of Vocational-Technical Education will use several forums to address the implementation of the accountability provisions of the Act, including discussions at the State Directors and AVA meetings in December, followed by workshops and regional meetings in 1999. States will receive guidance and technical assistance addressing both the development of data systems and the core indicators of performance in January 1999.

Regulations

At this time, we do not foresee the need to issue extensive regulations for either AEFLA or Perkins III. Should we determine that any new regulations are necessary, proposed rules will be published by the end of January.

We look forward to continuing to work with you on the implementation of AEFLA and Perkins III over the next several months. As always, please do not hesitate to contact us when we may be of assistance to you.



This page last updated December 4, 1998 (gkp)

**Comparison of Adult Education Act as Amended by the National Literacy Act of 1991
With the Adult Education and Family Literacy Act**

Topic	Adult Education Act as amended by the National Literacy Act of 1991	Adult Education and Family Literacy Act
<p>Authorizations</p>	<p>\$260 million is authorized to carry out the Adult Education Act, of which:</p> <ul style="list-style-type: none"> • in any fiscal year in which appropriations exceed \$108 million, not more than \$3 million shall be reserved for national programs <p>\$15 million is authorized for the National Institute for Literacy.</p> <p>There is no authorization for incentive grants.</p> <p>There are separate authorizations for State Literacy Resource Centers, Workplace Literacy grants, English Literacy grants, Education Program for Commercial Drivers.</p>	<p>Such sums are authorized for each of fiscal years 1999 through 2003 to carry out the Act, of which:</p> <ul style="list-style-type: none"> • 1.5% (but not more than \$8 million) shall be reserved for national leadership activities • 1.5% (but not more than \$8 million) shall be reserved for the National Institute for Literacy • 1.72% shall be reserved for incentive grants. <p>Separate authorizations are not provided for these activities.</p>
<p>Eligible State Agency</p>	<p>State educational agency</p>	<p>Sole entity or agency in a State responsible for administering or supervising policy for adult education and literacy in the State, consistent with State law</p>

Topic	Adult Education Act as amended by the National Literacy Act of 1991	Adult Education and Family Literacy Act
<p>State Allotments</p>	<p><i>Minimum Grant</i></p> <p>\$100,000 initial allotment to Guam, American Samoa, Northern Mariana Islands, U.S. Virgin Islands, Micronesia, Marshall Islands, and Palau.</p> <p>\$250,000 initial allotment to States and District of Columbia and Puerto Rico.</p> <p><i>Formula</i></p> <p>Remainder allotted to States, District of Columbia, Puerto Rico, Guam, American Samoa, and Virgin Islands on the basis of the ratio of adults age 16 and older who do not have a high school diploma or equivalent</p>	<p><i>Minimum Grant</i></p> <p>\$100,000 initial allotment to Guam, American Samoa, Northern Mariana Islands, U.S. Virgin Islands, Micronesia, Marshall Islands, and Palau.</p> <p>\$250,000 initial allotment to States and District of Columbia and Puerto Rico.</p> <p><i>Formula</i></p> <p>Remainder allotted to all eligible agencies on the basis of the ratio of adults age 16 and older who do not have a high school diploma or equivalent and who are not enrolled in secondary school.</p>
<p>Special Rule for Outlying Areas</p>	<p>No comparable provision.</p>	<p>Allotments reserved for Marshall Islands, Micronesia and Palau shall be awarded competitively pursuant to recommendations by the Pacific Region Educational Laboratory to Guam, American Samoa, Northern Mariana Islands, Marshall Islands, Micronesia, or Palau.</p> <p>No funds may be provided to Marshall Islands, Micronesia, and Palau in FY 2002 and subsequent fiscal years.</p> <p>Secretary may provide not more than 5% of funds reserved for Marshall Islands, Micronesia, and Palau to the Pacific Region Education Laboratory to pay its administrative costs.</p>

Topic	Adult Education Act as amended by the National Literacy Act of 1991	Adult Education and Family Literacy Act
Hold Harmless	No comparable provision.	In FY 99, no eligible agency may receive less than 90% of its FY 98 allotment. In succeeding fiscal years, no agency may receive less than 90% of its allotment for the preceding fiscal year.
Cost-Sharing	<p><i>States, DC, Puerto Rico:</i> To receive a grant, State agency must provide a non-Federal contribution in an amount equal to 25% of the total costs of programs carried out with the grant.</p> <p><i>Outlying Areas:</i> No cost-sharing required.</p>	<p><i>States, DC, Puerto Rico:</i> To receive a grant, State agency must provide a non-Federal contribution in an amount equal to 25% of the total amount of funds expended for adult education and literacy activities in the State.</p> <p><i>Outlying Areas:</i> To receive a grant, eligible agency must provide a non-Federal contribution in an amount equal to 12% of the total amount of funds expended for adult education and literacy activities in the outlying area. Secretary has discretion to reduce required match.</p>
Maintenance of Effort	No grant may be made to an agency unless its non-Federal expenditures for adult education during the 2 nd year prior to the grant year were equal to or greater than its non-Federal expenditures during the 3 rd year prior to the grant year. Maintenance of effort may be calculated on a per student or total expenditure basis.	<p>An agency may not receive the full amount of its grant unless its non-Federal expenditures for adult education during the 2nd year prior to the grant year were at least equal to 90% of its non-Federal expenditures during the 3rd year prior to the grant year. Maintenance of effort may be calculated on a per student or total expenditure basis. The grant amount payable to an eligible agency shall be reduced by the percentage by which its total expenditures or its expenditures per student were reduced whichever is less.</p> <p>In any fiscal year in which appropriations for the Act are less than appropriations made during the preceding fiscal year, the maintenance of effort required for an eligible agency to receive the full amount of its grant shall be reduced by the same percentage by which appropriations were reduced.</p>

Topic	Adult Education Act as amended by the National Literacy Act of 1991	Adult Education and Family Literacy Act
Maintenance of Effort (cont'd)	Secretary may waive maintenance of effort requirement for one year if the reduction in expenditures was due to "exceptional or uncontrollable circumstances."	Same as previous law.
Supplement, Not Supplant	Funds must be used to supplement and not supplant State and local funds.	Same as previous law.
State Distribution of Funds	<p>10% of allotment shall be reserved by the State agency for professional development activities</p> <p>5% of allotment shall be reserved by the State agency for professional development activities or special demonstration projects, or both.</p> <p>Not less than 10% of allotment shall be reserved for corrections education.</p> <p>Not more than 5% (or \$50,000, whichever is greater) of allotment may be used for State administrative costs.</p>	<p>Not more than 12.5% of allotment may be used to carry out State leadership activities, including professional development.</p> <p>82.5% of allotment shall be used to support local programs and corrections education. Not more than 8.25% of allotment may be used for corrections education.</p> <p>Not more than 5% (or \$65,000, whichever is greater) of allotment may be used for State administrative costs.</p>
State Uses of Funds	<p>10% of allotment shall be reserved by the State agency for professional development activities for:</p> <ul style="list-style-type: none"> • persons engaged in or preparing to engage as personnel in adult education programs • professional teachers, volunteers, and administrators, with a particular emphasis on— 	<p>Not more than 12.5% of allotment may be used to carry out one or more of the following activities:</p> <ul style="list-style-type: none"> • professional development activities to improve the quality of instruction provided by local programs, volunteers, or State personnel, including instruction incorporating phonemic awareness, systematic phonics, fluency, and reading comprehension

Topic	Adult Education Act as amended by the National Literacy Act of 1991	Adult Education and Family Literacy Act
<p>State Uses of Funds (cont'd)</p>	<ul style="list-style-type: none"> ➤ training full-time professional adult educators, minority adult educators, and educators of adults with limited English proficiency ➤ training teachers to recognize and more effectively serve illiterate individuals with learning disabilities and individuals with reading ability below 5th grade level <p>5% of allotment shall be reserved by the State agency for professional development activities described above or special demonstration projects, or both.</p> <p>Special projects must involve:</p> <ul style="list-style-type: none"> • the use of innovative methods (including innovative methods for educating persons with disabilities, the homeless, and persons of limited English proficiency), systems, materials, or programs which may be of national significance or will be of special value in promoting effective programs; or • programs of adult education, including education for persons with disabilities, the homeless, and persons of limited English proficiency that are part of community school programs, carried out in cooperation with other Federal, State or local programs that have unusual promise in promoting a comprehensive or coordinated approach to the problems of adults with educational deficiencies. 	<ul style="list-style-type: none"> • technical assistance to local providers • technology assistance, including staff training, to local programs • support for State or regional networks of literacy resource centers • monitoring and evaluation • providing incentives for program coordination and integration and performance awards • developing and disseminating curricula, including curricula incorporating phonemic awareness, systematic phonics, fluency, and reading comprehension • other activities of Statewide significance • coordination with existing support services, such as transportation, child care, and other assistance designed to increase rates of enrollment in, and successful completion of, adult education and literacy activities • integration of literacy instruction and occupational skill training and promoting linkages with employers

Topic	Adult Education Act as amended by the National Literacy Act of 1991	Adult Education and Family Literacy Act
State Advisory Council	The law authorizes States to designate or establish a State Advisory Council on Adult Education and Literacy that is appointed by the Governor.	No comparable provision.
State Plan— Duration and Date of Submission	<p>The duration of the State plan is four years.</p> <p>Plan must be submitted by July 1 preceding the beginning of the first fiscal year for which the plan is in effect.</p>	<p>The duration of the State plan is five years.</p> <p>Date for submission of State plan is not specified in the law.</p>
State Plan— Procedures for Development	<p>State agency must hold public hearings to provide the public, including groups representing educationally disadvantaged adults, an opportunity to present their views and make recommendations. Summary of recommendations and agency response must be included with State plan.</p> <p>If State has established or designated an Advisory Council, State agency must utilize the Council in developing the State plan. At least 60 days prior to submission of plan to Secretary, State agency shall submit proposed plan to the Council for review. Council may submit timely objections to plan with the agency. Agency must respond to "all substantial objections" in submitting plan to Secretary. Secretary must consider Council comments in reviewing the State plan.</p> <p>At least 60 days prior to submission of plan to Secretary, State agency shall submit proposed plan to the following agencies for review and comment:</p> <ul style="list-style-type: none"> • State board for vocational education • State Job Training Coordinating Council • State board for postsecondary education 	<p>Public hearings are not required by the law (hearings may, however, be required by State law). State plan must describe the process that will be used for public participation and comment with respect to the plan contents.</p> <p>The law does not authorize a State Advisory Council.</p> <p>No comparable requirement.</p>

Topic	Adult Education Act as amended by the National Literacy Act of 1991	Adult Education and Family Literacy Act
<p>State Plan— Procedures for Development (cont'd)</p>	<p>State agency must respond to comments (if received in a timely fashion) and include comments and response in submitting plan to the Secretary. Secretary must consider comments in reviewing the State plan.</p> <p>Submission of the plan to the Governor for review and comment is not required.</p>	<p>State agency shall submit plan (and any revisions) to the Governor for review and comment. Governor's comments must be submitted with the plan.</p>
<p>Additional Options for Submission of State Plan</p>	<p>No comparable provision.</p> <p>No comparable provision.</p>	<p>State plan may be submitted as part of a comprehensive plan or application for Federal assistance in lieu of a separate State plan. Contents of plan relating to Adult Education and Family Literacy Act must meet all of the requirements of the Act.</p> <p>State plan may be submitted as part of a unified plan under section 501 of the Workforce Investment Act. Contents of unified plan relating to Adult Education and Family Literacy Act must meet all of the requirements of the Act.</p>
<p>Consideration and Approval of State Plan by Secretary</p>	<p>Peer review of State plans is not required.</p> <p>Secretary shall approve plans that meet the requirements of the Act within 60 days of their submission.</p>	<p>Peer review of State plans is required.</p> <p>Secretary shall approve plans that are not inconsistent with the requirements of the Act within 90 days of their submission.</p>

Topic	Adult Education Act as amended by the National Literacy Act of 1991	Adult Education and Family Literacy Act
Accountability— Core Indicators of Performance	<p>State must develop indicators of program quality to determine whether programs are effective, including whether programs are successfully recruiting, retaining, and improving the literacy skills of the individuals served.</p>	<p>State must identify core indicators of performance that include, at a minimum, measures of the following:</p> <ul style="list-style-type: none"> • Demonstrated improvements in literacy skill levels in reading, writing, and speaking the English language, numeracy, problem solving, English language acquisition, and other literacy skills • Placement in, retention in, or completion of postsecondary education, training, unsubsidized employment or career advancement • Receipt of a secondary school diploma or its recognized equivalent
Accountability— Negotiated Levels of Performance	<p>State shall gather and analyze data to determine the extent to which programs are achieving the goals set forth in the State plan.</p> <p>No requirements with respect to the attainment of specific performance levels.</p> <p>State agency reports program performance data to the Secretary annually.</p>	<p>State must identify levels of performance for each of the core indicators. Levels of performance shall be expressed in an objective, quantifiable and measurable form and show progress toward continuously improving in performance.</p> <p>State and Secretary reach agreement on levels of performance for each program year, which are incorporated in State plan.</p> <p>Agreement shall take into account the levels of performance established for other States, characteristics of participants, services and instruction provided, the extent to which the levels of performance promote continuous improvement, and ensure optimal return on the investment of Federal funds.</p> <p>State agency shall report annually to the Secretary regarding its progress in meeting the negotiated levels of performance.</p>

Topic	Adult Education Act as amended by the National Literacy Act of 1991	Adult Education and Family Literacy Act
Accountability— Negotiated Levels of Performance (cont'd)		The Secretary shall make State reports available to the public and Congress and shall disseminate State-by-State comparisons of information.
Accountability— Local Performance Evaluation	<p>Local recipients of funds shall identify projected goals with respect to participant recruitment, retention, and educational achievement and how they will measure and report progress in meeting its goals.</p> <p>State agency required to evaluate 20% of local grant recipients annually. Evaluations shall consider:</p> <ul style="list-style-type: none"> • The projected goals of the recipient as identified in grant application • The planning and content of the program • The curriculum, instructional materials, equipment, and qualifications of all personnel • The success of the recipient in meeting the State's indicators of program quality • Other factors determined to affect program operation <p>Evaluation results reported to the Secretary and the public.</p>	State agency shall report annually to the Secretary regarding its progress in meeting the negotiated levels of performance.
Accountability— Sanctions and Incentives	In awarding grants, State agency required to consider the past effectiveness of applicants in providing services (especially with respect to recruitment and retention of educationally disadvantaged adults and the learning gains demonstrated by such adults).	Beginning after 1 st program year covered by the plan, State agency required to give consideration in awarding grants to whether program met or exceeded State performance levels, especially with respect to adults with the lowest levels of literacy.

Topic	Adult Education Act as amended by the National Literacy Act of 1991	Adult Education and Family Literacy Act
Accountability— Sanctions and Incentives (cont'd)	<p>The Secretary has no authority to award incentive grants to a State that exceeds its performance levels.</p>	<p>State that exceeds agreed-upon performance levels for Adult Education, Workforce Investment Act Title I programs, and Perkins vocational education programs may receive incentive grants.</p>
Contents of State Plan	<p>In developing plan, State agency must make a thorough assessment of:</p> <ul style="list-style-type: none"> • The needs of adults, including educationally disadvantaged adults, eligible to be served as well as adults proposed to be served and those served; and • Capability of existing programs and institutions to meet those needs; and • State the changes and improvements required in adult education to fulfill the purposes of the Act, and the options for implementing these changes and improvements. <p>State plan must describe:</p> <ul style="list-style-type: none"> • How services will be significantly expanded (including efforts to reach typically underserved groups such as educationally disadvantaged adults, individuals with limited English proficiency, individuals with disabilities) through coordination with other agencies and institutions • How educational needs of adult immigrants, the incarcerated, individuals with disabilities, chronically unemployed, homeless, disadvantaged, and minorities will be addressed 	<p>State plan must include objective assessment of the needs of individuals in the State for adult education and literacy activities, including individuals most in need or hardest to serve.</p> <p>State plan must describe how agency will develop program strategies for populations that include, at a minimum:</p> <ul style="list-style-type: none"> • Low-income students • Individuals with disabilities • Single parents and displaced homemakers • Individuals with multiple barriers to educational enhancement, including individuals with limited English proficiency

Topic	Adult Education Act as amended by the National Literacy Act of 1991	Adult Education and Family Literacy Act
<p>Contents of State Plan (cont'd)</p>	<ul style="list-style-type: none"> • Methods for joint planning and coordination with programs under Perkins Vocational Education Act, JTPA, Rehab. IDEA, Immigration Reform and Control Act, HEA, Domestic Volunteer Service Act • Curriculum, equipment, and instruments being used by instruction personnel and how current these elements are • How public and private are involved in development and implementation of plan • Steps taken to utilize volunteers, particularly VISTA Literacy Corps and volunteers trained with funds under the Act, but only to the extent that such volunteers supplement and do not supplant salaried employees 	<p>State plan must describe how activities assisted under the Act will be integrated with other adult education, career development, and employment and training activities in the State</p>
<p>Award of Funds to Local Programs— Direct and Equitable Access</p>	<p>State agency shall provide direct and equitable access to financial assistance under the Act to:</p> <ul style="list-style-type: none"> • LEAs • Public or private nonprofit agencies • CBOs • Correctional education agencies • Postsecondary educational institutions • Institutions which serve educationally disadvantaged adults 	<p>State agency shall provide direct and equitable access to financial assistance under the Act to:</p> <ul style="list-style-type: none"> • LEAs • Public or private nonprofit agencies • CBOs of demonstrated effectiveness • Institutions of higher education • Volunteer literacy organizations of demonstrated effectiveness • Libraries • Public housing authorities • Nonprofit institutions not described above that have the ability to provide literacy services to adults and families • Consortia of the entities described above

Topic	Adult Education Act as amended by the National Literacy Act of 1991	Adult Education and Family Literacy Act
Award of Funds to Local Programs— Direct and Equitable Access (cont'd)		State agency shall use the same grant or contract announcement and application process for all eligible providers.
Award of Funds to Local Programs— For-Profit Entities	Funds may be awarded to a consortium that includes a for-profit entity if the entity can make a significant contribution to attaining the objectives of the Act.	For-profit entities are not eligible providers, independently or as members of a consortium.
Award of Funds to Local Programs— Duration of Grants/Contracts	Law does not specify the duration of grants or contracts to local providers.	Law specifies that grants and contracts be made on a multiyear basis.
Award of Funds to Local Programs— Program Quality Considerations	<p>In awarding grants or contracts to local programs, State agency must consider—</p> <ul style="list-style-type: none"> • The past effectiveness of applicants in providing services (especially with respect to recruitment and retention of educationally disadvantaged adults and the learning gains demonstrated by such adults) • The degree to which the applicant will coordinate and utilize other literacy and social services available in the community 	<p>In awarding grants and contracts to local programs, State must consider—</p> <ul style="list-style-type: none"> • The past effectiveness of applicants in improving the literacy skills of adults and families, and beginning 1 year following the adoption of State performance measures, the success of the provider in meeting or exceeding such performance standards, especially with respect to adults with the lowest levels of literacy • Whether the activities coordinate with other available resources in the community, such as by establishing strong links with elementary and secondary schools, postsecondary institutions, one-stop centers, job training programs, and social service agencies

Topic	Adult Education Act as amended by the National Literacy Act of 1991	Adult Education and Family Literacy Act
Requirements for Awarding Grants to Local Programs (cont'd)	<ul style="list-style-type: none"> The commitment of the applicant to serve individuals in the community that are most in need of literacy services 	<ul style="list-style-type: none"> The commitment of the applicant to serve individuals in the community that are most in need of literacy services, including individuals who are low-income or have minimal literacy skills Whether or not the program is of sufficient intensity and duration for participants to achieve substantial learning gains Whether or not the program uses instructional practices that research has proven to be effective in teaching individuals to read Whether the activities are built on a strong foundation of research and effective educational practice Whether the activities effectively employ advances in technology, as appropriate, including the use of computers Whether the activities provide learning in real life contexts Whether the activities are staffed by well-trained instructors, counselors, and administrators Whether the activities offer flexible schedules and support services (such as child care and transportation) that are necessary to enable individuals, including individuals with disabilities or other special needs, to attend and complete programs

Topic	Adult Education Act as amended by the National Literacy Act of 1991	Adult Education and Family Literacy Act
Requirements for Awarding Grants to Local Programs (cont'd)		<ul style="list-style-type: none"> • Whether the activities maintain a high-quality information management system that has the capacity to report participant outcomes and to monitor program performance against State performance measures; • Whether the local communities have a demonstrated need for additional English literacy programs • The degree to which the eligible provider will establish measurable goals for participant outcomes
Adult Secondary Education	Not more than 20% of allotment may be used for high school equivalency programs.	No restriction on use of funds for high school equivalency programs.
Family Literacy Services	Funds may only be used to support services for individuals who are age 16 or older, out of school, and have poor literacy skills.	Funds may be used to support services to children in family literacy programs, but providers must attempt to obtain support for services to children from other programs prior to using funds under the Act for these services.
Public Housing Gateway Grants	Law requires State agency to make at least one competitive, 2-year grant to a public housing authority for literacy programs and related activities.	Law does not require that a grant be made to public housing authorities, but includes public housing authorities as eligible service providers that must be provided direct and equitable access to assistance.

Topic	Adult Education Act as amended by the National Literacy Act of 1991	Adult Education and Family Literacy Act
<p>Corrections Education</p>	<p>Not less than 10% of allotment shall be used for educational programs for criminal offenders in corrections institutions and for other institutionalized individuals, including:</p> <ul style="list-style-type: none"> • basic education with special emphasis on reading, writing, vocabulary, and arithmetic • special education programs as defined by State law • bilingual or ESL programs • secondary school programs • vocational training programs • library development and library service programs • corrections education programs, training for teacher personnel specializing in corrections education, particularly courses in special education, basic skills instruction, and abnormal psychology • guidance and counseling • supportive services, with special emphasis on coordinating educational services furnishing services to offenders after their release • cooperative programs with educational institutions, CBOs, and the private sector designed to provide education and training <p>No service priority is specified in the law.</p> <p>Correctional institution defined as any prison, jail, reformatory, work farm, detention center, halfway house of community-based rehabilitation center.</p>	<p>Not more than 8.25% of allotment may be used for educational programs for criminal offenders in correctional institutions and for other institutionalized individuals, including academic programs for:</p> <ul style="list-style-type: none"> • basic education • special education programs as determined by the State agency • ESL programs • secondary school credit programs <p>Providers of services to criminal offenders required to give priority to serving individuals who are likely to leave the correctional institution within 5 years of participation.</p> <p>Same as previous law.</p>

Topic	Adult Education Act as amended by the National Literacy Act of 1991	Adult Education and Family Literacy Act
<p>Programs Offering Flexible Schedules and Support Services</p>	<p>State agency must describe in its plan the specialized efforts it will support to attract meaningful participation in adult education through flexible course schedules, auxiliary aids and services, convenient locations, adequate transportation, meeting child care needs.</p>	<p>State agency must assure in State plan that it will award at least one grant to a provider who offers flexible schedules and necessary support services (such as child care and transportation) to enable individuals, including individuals with disabilities, or individuals with other special needs, to participate in adult education and literacy activities. Provider shall attempt to coordinate with support services provided under other programs prior to using funds under the Act to provide support services.</p>
<p>Local Administrative Costs</p>	<p>Local provider may use not more than 5% of funds awarded by the State agency for planning, administration, personnel development, and interagency coordination.</p> <p>Provider may negotiate with State agency for authorization to use additional program funds for these purposes.</p>	<p>Local provider may use not more than 5% of funds awarded by the State agency for planning, administration, personnel development, and interagency coordination.</p> <p>Provider may negotiate with State agency for authorization to use additional program funds for these purposes.</p>

PROGRAM MEMORANDUM - OVAE - 99-14

June 1, 1999

TO: State Directors of Adult Education

FROM: Patricia W. McNeil

SUBJECT: Responsibilities and Opportunities Created by Title I of the Workforce Investment Act of 1998

The foundation of the comprehensive reforms made by Title I of the Workforce Investment Act of 1998 (WIA) (Public Law 105-220) is the creation of a One-Stop service delivery system that will make it easier for individuals in every community to access the education, training, and information resources they need to pursue lifelong learning and advance their careers. Programs assisted under the Adult Education and Family Literacy Act (AEFLA) are important components of this new, customer-friendly service delivery system.

The One-Stop provisions of WIA offer vocational and adult education and other One-Stop partner programs exciting opportunities both to expand access to their programs and to improve the variety of services they provide. By working together, One-Stop partners will be able to achieve collectively goals that each partner could not accomplish by working independently.

On April 15, 1999, the U.S. Department of Labor issued Interim Final Regulations for Title I of WIA (64 Federal Register 72, pp. 18662 - 18764, April 15, 1999). These regulations may be viewed on the Department of Labor's WIA website or on the Government Printing Office website.

While these regulations clarify many of the issues related to the design and implementation of the One-Stop delivery system and the participation of One-Stop partners in the system's governance and operation, these provisions interact with, and are affected by, the provisions of the authorizing statutes of One-Stop partner programs. Section 121(b)(1)(A)(i) of WIA, for example, requires One-Stop partners to make available through the One-Stop system core services "that are applicable to such program or activities" and section 121(b)(1)(A)(ii) requires that the participation of mandatory partners in the One-Stop system be "consistent with...the requirements of the Federal law in which the program or activities are authorized."

The purpose of this non-regulatory guidance is to provide additional information concerning the application of Title I of WIA to AEFLA. This information is intended to facilitate your early and effective participation in the implementation of the One-Stop service delivery system within your State. Our goal is to define more clearly for you the legal parameters for State and local decision-making, rather than dictate any particular implementation approach or system design. You and the other One-Stop partners have considerable flexibility to determine how to fulfill the One-Stop requirements of Title I of WIA in a manner which best addresses State and local needs, priorities, and circumstances. This flexibility is key to the success of the implementation of the One-Stop delivery system, as well as AEFLA. There is no single, best way to implement the customer-friendly, seamless delivery system envisioned in WIA. The most effective One-Stop delivery systems will spring from State and local creativity, innovation, and commitment.

The Department wishes to emphasize that the responsibilities established by Title I of WIA are not secondary or subsidiary to the responsibilities and requirements established by AEFLA. The requirements of both Title I of WIA and AEFLA must be satisfied. Eligible agencies must design their

programs and plan for the use of funds in a manner that will enable them to satisfy both sets of requirements.

What entity serves as the One-Stop partner for the Adult Education and Family Literacy Act program in each local area?

Section 121(b)(1) of WIA and 20 CFR §662.200 and 20 CFR §662.220 identify mandatory One-Stop partner programs that have certain responsibilities with respect to the One-Stop delivery system in each local workforce investment area designated under section 116 of WIA.

For programs under the Adult Education and Family Literacy Act (AEFLA), the entity responsible for fulfilling the One-Stop participation requirements is the State eligible agency. The eligible agency may designate one or more eligible providers in each local area to fulfill all or part of these responsibilities (20 CFR 662.220(b)(1)).

What are the responsibilities of the eligible agency (or a designated provider) with respect to participation in the One-Stop system?

Each eligible agency must:

- Be represented on the State Workforce Investment Board.
- Be represented on the Local Workforce Investment Board.
- Enter into a memorandum of understanding with the Local Workforce Investment Board relating to the operation of the One-Stop system, including a description of services, how the cost of the identified services and operating costs of the system will be funded, and methods for referral.
- Ensure that the core services applicable to AEFLA are made available to participants through the One-Stop delivery system within each local area, either in lieu of or in addition to making these services available at the site of an assisted program.
- Ensure that a portion of the funds available under section 231 is used, by providing services or through other means, to create and maintain the One-Stop delivery system and to provide applicable core services through the One-Stop delivery system.

The participation of the eligible agency in the One-Stop delivery system (including the expenditure of section 231 funds related to that participation) must be consistent with the provisions of AEFLA [secs. 121(b)(1)(A)(ii), 134(d)(1)(b) of WIA].

The regulations give the eligible agency the flexibility to designate one or more eligible providers within each local area to carry out all or part of these responsibilities relating to participation in the One-Stop delivery system in a local area.

What is the eligible agency's relationship with the State Workforce Investment Board?

Section 111 of WIA provides for the establishment of a State Workforce Investment Board (State Board) that is responsible for assisting the Governor in developing the State's WIA Title I plan, promoting coordination among workforce investment and education programs, and other functions.

The "lead State agency officials with responsibility for" mandatory One-Stop partner programs, including AEFLA, must be included as members of the State Board (sec. 111 (b)(1)(C)(vi)(I)). These officials must be "individuals with optimum policymaking authority" within their agencies (sec. 111(b)(2)). The appropriate State official will vary according to how adult education and literacy programs are administered in each State. The State Director of Adult Education can play a valuable role in assisting the State Board in promoting effective coordination between Title I of WIA, AEFLA, and other One-Stop partner programs.

What is the eligible agency's relationship with "alternative entities" used by States in lieu of the State Workforce Investment Board established under Title I of WIA?

Section 111(e) of WIA sets out the limited circumstances in which a Governor may choose to designate an alternative entity to carry out the responsibilities of the State Board, such as an existing Human Resource Investment Council or State Job Training Coordinating Council. 20 CFR §661.210(d) of the WIA Title I regulations further provides that:

If the membership structure of the alternative entity is significantly changed after December 31, 1997, the entity will no longer be eligible to perform the functions of the State Board. In such case, the Governor must establish a new State Board which meets all of the criteria of WIA sec. 111(b). A significant change in the membership structure does not mean the filling of a vacancy on the alternative entity, but does include any change in the organization of the alternative entity or in the categories of entities represented on the alternative entity which requires a change to the alternative entity's charter or a similar document that defines the formal organization of the alternative entity.

If an alternative entity is designated to perform the functions of a State Board, the WIA Title I State plan must "explain the manner in which the State will ensure an ongoing role for" any category of member that is excluded from membership on the alternative entity (20 CFR §661.210(c)). This requirement would include a role in the workforce investment system for the lead State agency official responsible for AEFLA or other State agency officials who are not represented on the State Board.

In the preamble to the regulations, the Department of Labor emphasizes that groups that have been omitted from membership on the alternative entity must "have an opportunity for meaningful input into decisions made by the State Board" (64 Federal Register 72, p. 18666). The Department of Education expects that eligible agencies will be consulted and involved in all decisions by alternative entities that might impact adult education and literacy and the coordination of AEFLA with other One-Stop partner programs.

Is the eligible agency represented on the Local Workforce Investment Board?

The workforce investment system established by WIA Title I is governed at the local level by the chief elected official in the local area in partnership with a Local Workforce Investment Board (Local Board). Membership requirements for the Local Board are described in section 117(b)(2) of WIA and 20 CFR §661.315.

The Local Board must contain at least one member representing each mandatory One-Stop partner. Therefore, at least one member of the Local Board must be a representative of the eligible agency or a section 231 provider in the local area that has been designated by the eligible agency (20 CFR §661.315 (a)). All members of the Local Board who represent organizations, agencies or other entities must be "individuals with optimum policy making authority within the organizations, agencies, or entities" they

represent (sec. 117(b)(3) of WIA). The eligible agency or a designated provider has the flexibility to determine the individual who is most appropriate to fulfill these responsibilities.

Given the overall emphasis of WIA Title I on the importance of local decision-making, the Department encourages eligible agencies to designate section 231 providers to serve as members of Local Boards, consulting with the providers in each local area to determine the local adult education provider who is best able to represent the interests of all providers in the area.

Is the eligible agency represented on "alternative entities" used in local areas in lieu of the Local Workforce Investment Boards established under Title I of WIA?

Section 117(i) of WIA sets out the limited circumstances in which a Governor may choose to use an alternative entity in the local area to carry out the responsibilities of the Local Board, such as a Private Industry Council. 20 CFR §661.330(c) further provides that:

If the membership structure of an alternative entity is significantly changed after December 31, 1997, the entity will no longer be eligible to perform the functions of the Local Board. In such case, the chief elected official(s) must establish a new Local Board which meets all of the criteria of WIA sec. 117(a), (b), and (c) and (h)(1) and (2). A significant change in the membership structure does not mean the filling of a vacancy on the alternative entity, but does include any change in the organization of the alternative entity or in the categories of entities represented on the alternative entity that requires a change to the alternative entity's charter or a similar document that defines the formal organization of the alternative entity.

If an alternative entity is used to perform the functions of a Local Board, the local workforce investment plan must "explain the manner in which the Local Board will ensure an ongoing role for" any category of member that is excluded from membership on the alternative entity (20 CFR §661.330(b)(2)). This requirement would include a role in the local workforce investment system for a representative of the eligible agency or a designated provider or other One-Stop partner programs that are not represented on the alternative entity.

In the preamble to the regulations, the Department of Labor emphasizes that groups that have been omitted from membership on the Local Board must "have periodic regular meaningful opportunities for input into decisions made by the Local Board." (64 Federal Register 72, p. 18668). The Department of Education expects that eligible agencies and designated providers will be consulted and involved in all decisions by alternative boards that might impact adult education and literacy and the coordination of AEFLA with other One-Stop partner programs.

If the eligible agency designates multiple providers in a local area to assume the agency's responsibilities with respect to One Stop participation, are all of these providers required to be members of the Local Board?

No. At least one member of the Local Board must be a representative of the AEFLA program, either a representative of the eligible agency or a section 231 provider designated by the eligible agency. (20 CFR §661.315(a)). Multiple providers may be seated as Local Board members at the discretion of the chief elected official in the local area, but this is not a requirement.

In the event that multiple section 231 providers in the local area have been designated by the eligible agency and the opportunity to serve on the Local Board is not made available to all of these providers, the Department encourages the eligible agency and the providers to agree jointly on a single provider

who will be responsible for representing their collective interests in the work of the Local Board.

Can the eligible agency or a designated provider be excluded from membership on a Local Workforce Investment Board because they are also eligible providers of training services under Title I of WIA or have been designated or certified as a One-Stop operator?

No. Section 117(b)(2)(A)(vi) of WIA and 20 CFR §661.315(a) require that the Local Board include at least one member representing each One-Stop partner. The statute and the regulations include provisions that address conflict-of-interest concerns that may arise if the eligible agency or a designated provider is also an eligible provider of training services under WIA Title I or has been designated or certified as a One-Stop operator (sec. 117(g) of WIA; 20 CFR §667.200(a)(4)(i)).

Does the responsibility to make "applicable" core services available through the One-Stop system require an eligible agency or designated provider to provide any new or additional services that they otherwise would not have provided using AEFLA funds?

No. Title I of WIA does not impose an obligation on eligible agencies or designated providers to provide services that are not authorized by AEFLA or that they would not otherwise have provided using AEFLA funds. 20 CFR §66.240(a) clarifies that the core services applicable to a One-Stop partner program are those "that are authorized and provided under the partner's program."

Section 134(d)(2) of WIA delineates a set of core services that must be provided through the One-Stop delivery system to all adults and dislocated workers by each local area that receives assistance under Title I of WIA. Section 121(b)(1)(A)(i) of WIA further requires mandatory One-Stop partners, including the eligible agency that administers AEFLA, to "make available" any of these core services that are "applicable" to their program through the One-Stop delivery system.

This latter provision does not require the eligible agency or a designated provider to provide any new or additional services that they would not have otherwise provided using funds under section 231. Instead, section 121(b)(1)(A)(i) of WIA requires that, if AEFLA funds are used under section 231 to provide a service that is one of the core services identified in section 134(d)(2) of WIA, that service must be made available through the One-Stop delivery system. The purpose of section 121(b)(1)(A)(i) is to ensure that core services provided by One-Stop partners are delivered in a coherent, coordinated manner that facilitates easy access and eliminates unnecessary duplication.

What core services are "applicable" to AEFLA and must be made available by the eligible agency or designated eligible providers through the One-Stop delivery system?

The following core services specified in section 134(d)(2) are "applicable" to AEFLA:

- the provision of performance and cost information with respect to providers that receive assistance under section 231 of WIA (sec. 134(d)(2)(F); 20 CFR §662.240(b)(6)(iii))
- initial assessment of skill levels, aptitudes, abilities, and supportive service needs (sec. 134(d)(2)(C); 20 CFR §662.240(b)(3))
- the provision of accurate information relating to the availability of supportive services, including child care and transportation, available in the local area, and referral to such services, as appropriate (sec. 134(d)(2)(H); 20 CFR §662.240(b)(8)).

What performance and cost information must section 132 grantees make available through the One-Stop delivery system?

The eligible agency should ensure that information regarding the "performance" of programs assisted under section 231 and the cost, if any, to individuals of enrolling in these programs is made available through the One-Stop delivery system (WIA sec. 134(d)(2)(F)). The purpose of providing this information is to assist potential clients in identifying an appropriate and effective adult education or literacy program in the local area. To minimize burden on section 231 providers, performance information could consist of the same information the provider reports to the eligible agency concerning the program's success in meeting the State adjusted levels of performance for the core indicators of performance described in section 212(b)(2)(A) of WIA, as well as any additional performance indicators established by the State under section 212(b)(2)(B) of WIA.

The eligible agency should work with the State Board and the Local Board to determine the most appropriate format and means for making this information available through the One-Stop delivery system.

It is important to note that a Local Board may require section 231 providers to provide additional information regarding program performance and cost in order to become eligible to provide training services under WIA Title I.

What are the responsibilities of the eligible agency (or a designated provider) with respect to making available initial assessments of skill levels, aptitudes, abilities, and supportive service needs through the One-Stop delivery system?

The eligible agency must ensure that an initial assessment of basic skill levels and educational needs for the purposes of determining eligibility for, and appropriate placement in, services funded under section 231 is available through the One-Stop delivery system in each local area. The eligible agency or a designated provider has the flexibility to determine, in consultation with the Local Board and other One-Stop partners, the nature and extent of the assessment, as well as the particular instrument or strategy that is used. Assessments could be carried out through oral interviews, self-identification, instruments such as the Comprehensive Adult Student Assessment System (CASAS) English-as-a-Second Language Appraisal or Test of Adult Basic Education (TABE) Locator,¹ or other means. It may or may not include more exhaustive assessments that are typically conducted following enrollment in a program, depending upon the how the eligible agency or designated provider chooses to configure and deliver services.

WIA and its implementing regulations articulate a "no wrong door" approach to the delivery of education and workforce development services (64 Federal Register 72, p. 18669). Generally, the type of assessment that is made available at the comprehensive One-Stop center should be comparable to the type of assessment that is used by a provider during initial intake when an individual presents him or herself at the program site.

It is important to note that AEFLA is not the only One-Stop partner program in which initial assessments of basic skills are typically carried out during intake. Comparable assessments may also be carried out under the WIA Title I programs for youth and adults, the Welfare-to-Work program, Title I of the Rehabilitation Act, the Temporary Assistance to Needy Families (TANF) program, Native American programs authorized by section 166 of WIA, the Migrant and Seasonal Farmworker programs authorized by section 167, and other Federal programs participating in the One-Stop delivery system. One of the benefits of the One-Stop delivery system is that it enables multiple programs to collaborate on service strategies that will address each program's specific needs and purposes.

However, AEFLA is not the exclusive or presumptive provider of basic skills assessment services at the comprehensive center. Instead, the responsibility of the eligible agency for providing applicable core services "must be proportionate to the use of the services at the comprehensive One-Stop center by the individuals attributable to "the program assisted with section 132 funds (20 CFR §662.250(c)). Thus, for example, the eligible agency would not be responsible for the cost of an assessment if the individual who was assessed was not considered "attributable" to the AEFLA program under the terms of the MOU. Other related considerations, such as the level or intensity of services that are provided to attributable individuals, might also be considered in applying this principle of proportionality. The method for determining the eligible agency's proportionate responsibility must be described in the MOU.

What are the responsibilities of the eligible agency (or a designated provider) with respect to making available through the One-Stop delivery system information relating to the availability of supportive services and referral to such services, as appropriate?

One of the core services identified in section 134(d)(2)(B) of WIA is the "provision of accurate information relating to the availability of supportive services, including child care and transportation, available in the local area, and referral to such services, as appropriate." While providing information concerning the availability of supportive services can facilitate enrollment and contribute to retention, this information may not be offered by all providers receiving assistance under section 231 of WIA. If this information is provided by one or more section 231 providers within a local area during initial intake, this information should be made available through the One-Stop delivery system.

What does the requirement to "make available" applicable core services through the One-Stop delivery system entail? Where and to what extent must applicable core services be made available?

Each local area must provide the core services specified in section 134(d)(2) of WIA at "at least one comprehensive physical center" in the local area (20 CFR §662.100(c)). Applicable core services provided by One-Stop partners must be "made available" at this comprehensive One-Stop center "to individuals attributable to the partner's program" (20 CFR §662.250(a)).

The regulations provide One-Stop partners and the Local Board the flexibility to determine the most appropriate means of providing applicable core services at the comprehensive One-Stop center. Applicable core services "may be made available by the provision of appropriate technology at the comprehensive One-Stop center, by co-locating personnel at the center, cross-training of staff, through cost-reimbursement or other agreement between service providers at the comprehensive One-Stop center" (20 CFR §662.250(b)). The manner in which applicable core services will be made available at the center must be described in the MOU.

For example, initial skill assessments may be provided directly at the comprehensive center through technology or by the staff of a provider receiving assistance under section 231, or funds or in-kind services may be provided to the One-Stop operator or other One-Stop partners located at the center to enable this activity to be carried out.

Must applicable core services be provided exclusively at the comprehensive One-Stop center, rather than at the program site?

No. At a minimum, the service must be made available at the comprehensive center. Applicable core services, such as assessment, may also be provided at the program site or other locations as the eligible

agency or a designated provider deems appropriate. WIA Title I does not require that the comprehensive center be the exclusive service delivery site for applicable core services provided by One-Stop partners.

What other considerations must be taken into account in fulfilling the responsibility to provide applicable core services through the One-Stop delivery system?

Many of the core services specified in section 134(d)(2) of WIA are currently provided in local areas by the Employment Service as labor exchange services funded under the Wagner-Peyser Act. 20 CFR §662.250(a) clarifies that the minimum responsibility of One-Stop partner programs to provide applicable core services is limited to core services that are "in addition to the basic labor exchange services traditionally provided in the local area under the Wagner-Peyser program." The preamble to the regulations further explains that "[w]hile a partner would not, for example, be required to duplicate an assessment provided under the Wagner-Peyser Act, the partner would be expected to be responsible for any needed assessment that includes additional elements specifically tailored to participants under the partner's program" (64 Federal Register 72, p. 18669).

What services in addition to applicable core services must be made available by the eligible agency through the One-Stop delivery system?

In addition to providing applicable core services through the One-Stop delivery system, the eligible agency must also ensure that "access" is provided through the One-Stop delivery system to other services and activities that are carried out with funds under section 231 (20 CFR §662.260). The means by which access to these services will be provided must be described in the MOU.

What is the responsibility of the eligible agency for contributing to the costs of creating and maintaining the One-Stop system?

As a required One-Stop partner, the eligible agency must ensure that a portion of the funds made available under section 231 is used, by providing services or through other means, to "create and maintain the One-Stop delivery system" (20 CFR §662.230(b)(1)). The funds or services that are contributed to creating and maintaining the One-Stop delivery system in the local area are negotiated with the Local Board as part of the MOU.

Decision-making and negotiation with respect to this contribution must take into account the following factors:

- *Proportionality.* The contribution must be "proportionate to the use of the system by individuals, attributable to" the partner's program (20 CFR §662.270). The method of attributing individuals to a partner program is negotiated as part of the MOU (§662.250(c)). Other related considerations, such as how the system is used by attributable individuals, including the level or intensity of services that are provided to them, might also be considered in applying this principle of proportionality. Another issue that may be addressed is how the principle of proportionality will be applied in cases in which individuals enroll or participate in multiple One-Stop partner programs.
- *Limitations on Local Administrative Costs under AEFLA.* Contributions to the operating costs of the One-Stop delivery system, such as the rental costs of facilities used by administrative staff, are presumptively administrative costs under AEFLA, as defined by section 233(a)(2) of WIA. The amount of federal funds available under section 231 for noninstructional purposes is limited to 5%, but may be negotiated with the State eligible agency to a higher level at the request of an

eligible provider under section 231 (sec. 233(b)).

- *Costs of other Administrative Responsibilities under AEFLA.* Section 231 providers have other administrative responsibilities under AEFLA and must retain sufficient funds from federal or non-federal sources to fulfill these responsibilities.
- *Allowable Costs under AEFLA.* Grantees may only contribute toward costs that are allowable costs under AEFLA and Department of Education regulations for State-administered programs (34 CFR Part 76). 34 CFR §76.533, for example, prohibits the use of funds "for the acquisition of real property or for construction unless specifically permitted by the authorizing statute" for the program. AEFLA does not authorize the use of funds for the acquisition of real property or for construction.

The eligible agency or a designated provider and the Local Board may determine the amount, and manner, of the contribution within these parameters. Contributions may be made directly through a transfer of funds or provided on an in-kind basis.

How does AEFLA's prohibition against supplanting non-Federal funds relate to the eligible agency's responsibility to participate in the One-Stop delivery system?

Section 241(a) of WIA requires that funds made available under AEFLA be used to supplement, and not supplant, other State or local public funds expended for adult education and literacy activities. This requirement applies to any expenditure of funds by the eligible agency or a designated provider related to its participation in the One-Stop delivery system, including the provision of applicable core services and contributions to operating costs. None of these expenditures may supplant State or local funds that have previously been used by the grantee, another One-Stop partner, or other component of the One-Stop delivery system for a similar purpose.

For example, if the eligible agency or a designated provider used funds under AEFLA to provide services that the agency or provider or another One-Stop partner had provided with non-Federal funds in the prior year(s), it would be presumed that supplanting has occurred. This presumption is refutable if the eligible agency or designated provider can demonstrate that the services in question would not have been provided with non-Federal funds had the Federal funds not been available.

What are some examples of administrative strategies that an eligible agency may take to fulfill the One-Stop responsibilities established by Title I of WIA?

The Interim Final Regulations for Title I of WIA invest the eligible agency with the responsibility to fulfill the One-Stop participation requirements in order to give the eligible agency flexibility to devise the most appropriate and effective means of ensuring that services funded under section 231 are accessible through the One-Stop delivery system. The adult education and literacy system is extraordinarily diverse; strategies that may be effective in one State may be less successful in another. The eligible agency has the flexibility to develop a strategy for fulfilling the One-Stop participation requirements that best addresses the needs, characteristics, and priorities of the adult education and literacy system within its State.

One strategy is to delegate all or most of the decision-making and responsibilities to the local level. Under this approach, the eligible agency would designate all providers receiving assistance under section 231 to carry out the One-Stop participation requirements and their associated responsibilities. Each provider would negotiate the terms of the MOU with the Local Board and provide for applicable

core services and the costs of creating and maintaining the One-Stop system using funds awarded under section 231. The eligible agency would retain responsibility for oversight and monitoring and could issue guidelines and model MOUs to facilitate this process at the local level.

Another approach is to retain all or most of the responsibilities at the State level. The eligible agency would choose to negotiate the terms of the MOU with each Local Board, using a single MOU or multiple MOUs that are tailored to address specific issues within each community. The terms of the MOU would be specified in the grants or contracts awarded to each provider in the local area served by the Local Board. To the extent that the eligible agency determines that funds should be transferred to the One-Stop operator or another entity to carry out the terms of the MOU, these funds would be allocated from the funds awarded under section 231 to providers within the local area served by the Local Board.

These are only two possible options available to eligible agencies. The One-Stop participation requirements may be fulfilled through a variety of different approaches.

What are the consequences if the eligible agency or a designated provider is unable to execute an MOU with the Local Board?

Although the One-Stop participation requirements are set out in Title I of WIA, they have the same force and effect as any requirement established for AEFLA in Title II of WIA. The eligible agency has the same responsibility to fulfill the WIA Title I One-Stop requirements as they do to fulfill requirements established under AEFLA.

20 CFR §662.310(b) requires that the eligible agency or a designated provider and the Local Board "enter into good faith negotiations" to execute an MOU that meets the requirements of Title I of WIA. The eligible agency or designated provider must document the negotiations and the efforts they have undertaken to execute an MOU. In the event that an impasse in negotiations develops, a designated provider may request assistance from the eligible agency in resolving the impasse. A designated provider must inform the eligible agency if it has not been able to execute an MOU with the Local Board (20 CFR §662.310(b)). The eligible agency or a designated provider may not serve on the Local Board if it has failed to execute an MOU (20 CFR §662.310(c)). Any local area in which the Local Board has failed to execute an MOU with all required partners is not eligible for WIA Title I State incentive grants awarded on the basis of local coordination of activities under 20 CFR §665.200(d)(2) (20 CFR §662.310(c)).

When must an eligible agency begin participating in the One-Stop delivery system established by WIA Title I?

The eligible agency must begin participating in the One-Stop delivery system on the date that the State implements the applicable provisions of its State Workforce Investment Plan under WIA Title I. The Job Training Partnership Act (JTPA) is repealed effective July 1, 2000 (sec. 199(c)(2)(B) of WIA) and States must transition to WIA Title I by no later than this date (Planning Guidance and Instructions for Submission of the Strategic Five-Year State Plan for Title I of the Workforce Investment Act, OMB Control #1205-0398, p. 11). States planning to implement WIA Title I beginning on July 1, 1999 were required to submit their State Plans to the Department of Labor by April 1, 1999. States planning to implement WIA Title I between July 1, 1999 and July 1, 2000 are permitted to submit their State Plans to the Department of Labor at any time, but no later than April 1, 2000 (Planning Guidance and Instructions for Submission of the Strategic Five-Year State Plan for Title I of the Workforce Investment Act, OMB Control #1205-0398, p. 12).

ADULT EDUCATION: HUMAN INVESTMENT IMPACT 1994-1998

"Enrollment Profile" Chart

"Selected Characteristics of Persons Served" Chart

"Investment" Table

"Enrollment" Table

"Characteristics of Persons Served" Table

"Funding" Table

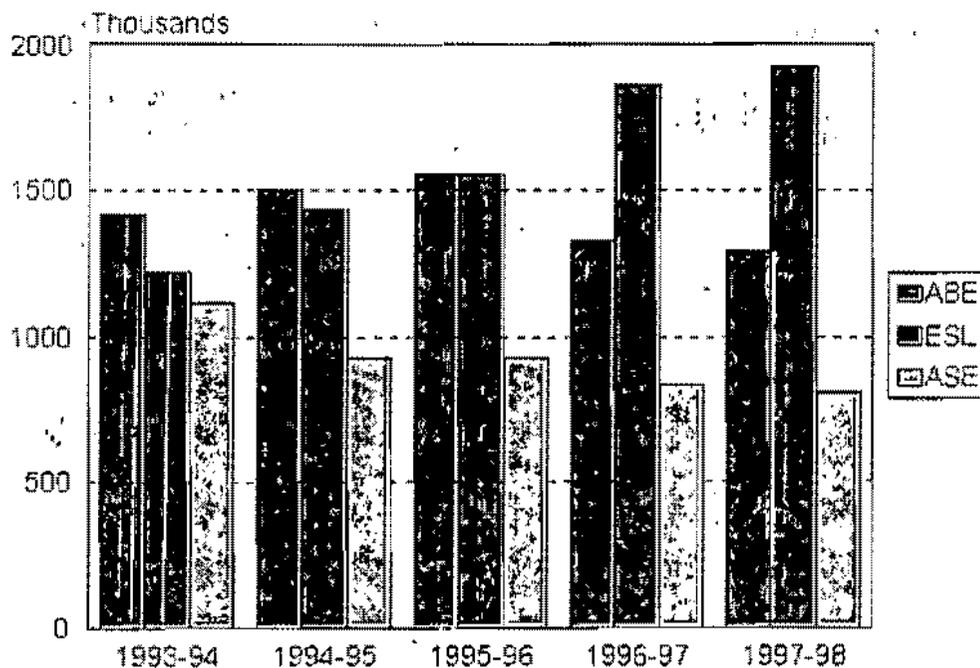
"Participant Achievement--Benefits and Outcomes" Table

"Proficiency Achievement" Tables

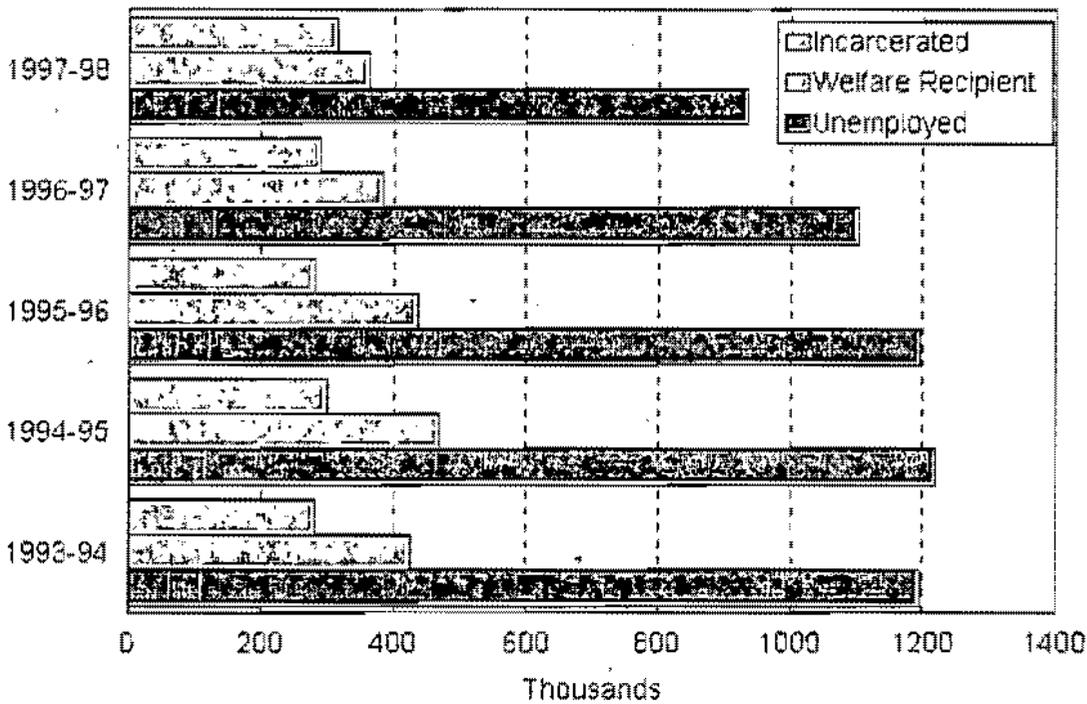
"Adult High School Diplomas and GED Credentials Issued" Table

"Enrollment by Instructional Level" Table

ENROLLMENT PROFILE



SELECTED CHARACTERISTICS OF PERSONS SERVED



INVESTMENT	
FEDERAL	STATE/LOCAL
\$1,349,371,584	\$4,703,354,357

ENROLLMENT				
YEAR	TOTAL ENROLLMENT	ABE ENROLLMENT	ESL ENROLLMENT	ASE ENROLLMENT
1993-94	3,753,020	1,414,311	1,222,461	1,116,248
1994-95	3,875,452	1,509,065	1,439,237	927,150
1995-96	4,042,172	1,555,709	1,557,985	928,478
1996-97	4,017,272	1,323,176	1,861,125	832,971
1997-98	4,020,500	1,287,745	1,927,210	805,595

TOTAL	19,708,416	7,090,006	8,008,018	4,610,442
--------------	-------------------	------------------	------------------	------------------

CHARACTERISTICS OF PERSONS SERVED						
YEAR	WORKING POOR	UNEMPLOYED	WELFARE RECIPIENTS	HOMELESS	INCARCERATED	WOMEN
1993-94	895,060	1,196,179	425,053	115,955	279,854	1,971,518
1994-95	873,278	1,218,744	469,511	41,462	297,880	2,094,677
1995-96	1,017,268	1,196,866	436,212	38,113	280,539	2,183,464
1996-97	1,026,395	1,103,475	383,116	30,326	290,222	2,179,490
1997-98	957,490	934,559	362,349	20,534	312,393	2,212,534
TOTAL	4,769,491	5,649,823	2,076,241	246,390	1,460,888	10,641,680

FUNDING		
YEAR	FEDERAL	STATE/LOCAL
1992	\$235,750,000	\$830,752,614
1993	\$254,623,584	\$862,767,320
1994	\$254,624,000	\$902,166,597
1995	\$252,345,000	\$955,235,362
1996	\$247,440,000	\$1,001,086,659*
TOTAL	\$1,244,782,584	\$4,552,008,552*

*Estimate

PARTICIPANT ACHIEVEMENT			

YEAR	ENTERED OTHER TRAINING	RECEIVED U.S. CITIZENSHIP	REGISTERED TO VOTE	EMPLOYMENT RETENTION/JOB ADVANCEMENT	GAINED EMPLOYMENT	REMC FROM PUB ASSIST
1993-94	157,985	14,286	39,811	100,951	110,533	27,8
1994-95	153,228	34,169	44,108	113,797	155,715	39,7
1995-96	175,255	122,942	89,027	149,377	157,605	33,0
1996-97	178,520	55,433	53,534	182,316	157,890	34,2
1997-98	158,167	30,900	48,016	130,414	164,341	26,7
TOTAL	823,155	257,730	274,496	676,855	746,084	161,

YEAR	ACHIEVED BASIC ENGLISH LITERACY PROFICIENCY ^{1/2/}
1993-94	367,926
1994-95	138,615
1995-96	144,107
1996-97	270,614
1997-98	260,832
TOTAL	1,182,094

^{1/}Numbers include only Beginning ESL students completing that level

^{2/}1996-1998 also includes students moving to higher level

YEAR	ACHIEVED BASIC SKILLS PROFICIENCY ^{3/4/}
1993-94	225,257
1994-95	183,064
1995-96	155,477
1996-97	217,623
1997-98	197,333
TOTAL	978,754

^{3/}Numbers include only Beginning ABE students completing that level

^{4/}1996-1998 also includes students moving to higher level

YEAR	ADULT HIGH SCHOOL DIPLOMAS AND GED CREDENTIALS ISSUED
1993-94	342,888
1994-95	346,195
1995-96	331,511
1996-97	308,007
1997-98	269,233
TOTAL	1,597,834

ENROLLMENT						
PROGRAM YEAR	BEGINNING ABE	INTERMEDIATE ABE	BEGINNING ESL	INTERMEDIATE ESL	ADVANCED ESL	AS
1993-94	708,314	705,997	742,725	334,574	145,162	1,116
1994-95	802,938	706,127	834,038	427,714	177,485	927
1995-96	853,160	702,549	906,934	475,571	175,480	928
1996-97	667,488	655,688	1,158,258	499,852	203,015	832
1997-98	676,744	611,001	1,275,661	480,117	171,432	805
TOTAL	3,708,644	3,381,362	4,917,616	2,217,828	872,574	4,610

Statement by
Richard W. Riley
U. S. Secretary of Education

School Construction Press Conference
Washington, D. C.
Friday, March 14, 1997

Good morning, and thank you all very much for coming.

First, let me say that our thoughts this morning are with President Clinton. We hope that he will be up and around as soon as possible. The President has declared a "national crusade" for education; and the nation needs his leadership more than ever before.

Today, we are sending a bill to the Congress that can make a big difference in education in America.

The "Partnership for Rebuilding America's Schools Act" is designed to help fix, renovate, and modernize schools across the nation.

We need this legislation for several important reasons.

We are in the midst of a virtual epidemic of old and "sick" school buildings. Sixty percent of all schools are in need of at least one major repair, such as roofs, walls, or heat. One-third of all schools need extensive repairs or total replacement.

What kind of a message do children get when we send them to schools that are literally crumbling around their heads? They get the message that we don't care about them or their education -- and America can't afford to have our children believe that.

These problems are magnified by the "baby boom echo" -- the record-breaking number of students in our public schools. In many communities, students are spilling out of classrooms and school buildings, or they're crammed into spaces that were never intended to be classrooms.

Students who are forced to attend unsafe or overcrowded schools generally have lower academic performance.

However, states and school districts are hard pressed at this time of already tight budgets to develop adequate solutions to these problems.

This is where the national government can and should play a role, in partnership with states and localities. The President's \$5-billion "Rebuilding America's Schools Act" will create this partnership.

It would would pay for up to half the cost on interest on bonds and other financing costs for new school construction, renovation, and modernization.

There is also a direct allocation to the 100 poorest school districts -- so that those students most in need will get vital assistance to ensure their educational opportunities.

The money could go for repairs, technology upgrades, addressing basic health problems, enhancing access for people with disabilities, creating after-school learning centers, and constructing new schools, to name just some of the possibilities.

This will not solve the entire problem, but it will jump-start badly needed construction efforts in many places. If we can address this problem, children and teachers will be safer, student achievement will rise, and parents and communities will feel a renewed sense of pride and hope.

I will be happy to take your questions now.

#####