

**STATEMENT OF
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ASSISTANT SECRETARY OF LABOR FOR EMPLOYMENT AND TRAINING
ON
THE IMPLEMENTATION OF THE WORKFORCE INVESTMENT ACT OF 1998
BEFORE THE
SENATE HEALTH, EDUCATION, LABOR AND PENSIONS COMMITTEE
SUBCOMMITTEE ON EMPLOYMENT, SAFETY AND TRAINING
JULY 1, 1999**

Mr. Chairman and Members of the Subcommittee:

Thank you for the opportunity to appear before you today to discuss the implementation of the Workforce Investment Act of 1998. Today, I would like to provide an overview of the steps we have taken to date, all of which were designed to provide States and local communities the tools and information they need to design and implement new workforce investment systems that meet their unique needs. I will also identify the next steps in the implementation process as well as identify some of the key issues we have encountered as part of this process to date.

GUIDING PRINCIPLES OF REFORM

The Workforce Investment Act (WIA), the first major reform of the nation's job training system in over 15 years, was signed into law by President Clinton approximately eleven months ago. In the past, the employment and training system was often duplicative and fragmented, and lacked a sufficient focus on the needs of its customers, both workers and employers, to accomplish a realignment of skill demands and worker supply. The WIA was a response to this reality. The enactment of this legislation is the culmination of a successful bi-partisan effort on the part of the Administration and Congress to design a revitalized system that provides workers with the information, advice, job search assistance, education, training, and support they need to get and keep good jobs, and that provides employers with skilled workers. This delivery system

is being designed with the participation of employers, labor organizations, and education and community groups, which have a large stake in its success. The implementation of the WIA has been my priority and that of the Employment and Training Administration since the date of enactment. We are working with and encouraging States and local communities to seize this momentous opportunity for reform by thinking expansively and designing a customer-focused, comprehensive delivery system.

Today, the Department has approved, in whole or in part, plans received from 9 States to begin implementing the reforms contained in the Act, and I know your Chairman, Senator Jeffords, is proud that Vermont is among them. All States must fully implement by July 1, 2000. However, it is important to note that every State, including States that have not yet submitted plans, are taking important steps towards reform. Later this morning, we will hear from one of those States, Minnesota, which is in the process of building a strong foundation for its new workforce investment system.

The seven key reform principles that we identified during the legislative process remain our guiding points in this implementation phase, as we emphasize to our State and local partners that the implementation of WIA should bring about dramatic reforms, not simply business as usual. These principles are:

1. Streamlined Services through a One-Stop delivery system, which integrates a variety of programs at the street level to make their services more accessible for individuals and businesses alike.
2. Empowering Individuals, which is done in several ways. First, eligible individuals will have financial power through the use of Individual Training Accounts (ITAs) to obtain

training at qualified institutions. Second, individuals will be empowered with information on the performance of training providers, through a system of consumer reports. This information is essential to ensuring informed training choices, and will be available to all One-Stop customers. Third, individuals will be empowered through a nationwide labor market information system, the expert advice, guidance, and support available through the One-Stop system, and the activities of the participating partners.

3. Universal access to services that allows any individual to access certain core employment-related services such as information about job vacancies, career options, or how to conduct a job search, write a resume, or interview with an employer.
4. Increased accountability for results by States, local, and training providers. This is achieved by working with the States to establish challenging performance measures and holding States and local communities accountable for meeting those measures. High levels of performance will be rewarded with incentive awards while continuous failure to perform may result in financial sanctions. Individual training providers will also face increased accountability as customers, empowered by ITAs, select training based on performance information available through the consumer reports system. In addition, training providers are required to meet State-established performance levels to be eligible to receive funds.
5. A strategic role for Local Boards and the private sector, through the creation of business-led Local Workforce Investment Boards (Local Boards) that are focused on strategic planning, policy development and oversight, rather than program administration.

6. State and local flexibility, which is provided by allowing States and local communities to build on existing reforms and to implement innovative, comprehensive workforce investment systems tailored to meet local needs.
7. Improved youth programs that tie activities and services more closely to labor market needs, create a strong connection between academic and occupational learning, and provide activities geared specifically toward youth development and provide the follow-up services that are central to the development of an effective youth program. An emphasis will be placed on the coordination of youth activities and the creation of a comprehensive network of youth programs that includes programs administered by a variety of agencies including the Departments of Labor, Education, and Housing and Urban Development. A youth council will be established under the Local Board in each local area to improve coordination among programs and youth-serving organizations, conduct strategic planning for youth programs, identify eligible providers for youth services, and conduct oversight of youth programs.

One of the important efforts in support of these key principles has been the development, in cooperation with the States, of America's Career kit, a group of Internet tools that help American workers and employers navigate the labor market, exercise informed choice in their workforce decisions and make training decisions linked to occupations that are experiencing skill shortages. Five elements make up America's Career Kit:

- **America's Job Bank**, which is the largest and most frequently visited electronic job bank in the country, listing almost 1 million job vacancies that are updated on a daily

basis, including significant numbers of vacancies in high tech occupations from major corporations and small businesses nationwide.

- **America's Talent Bank**, which allows American job seekers to post their resumes, and registered employers to electronically search resumes to find suitable candidates for job openings. America's Talent Bank now lists about 350,000 resumes, and that number is increasing daily.
- **America's Career InfoNet**, which provides career-related information, such as employer trends, for any job seeker, employer, school or career counselor.
- **America's Learning eXchange**, which provides information about available education and training opportunities, places where individuals and companies can readily find appropriate, already developed education and training courses; and
- **O*NET**, which is currently in the testing stage, and which will provide comprehensive information on job requirements and worker competencies for workers, employers, instructors, students and career counselors.

This effort illustrates how partnerships between agencies and different levels of government can assist in developing more accessible, customer-friendly products and services for use in the workforce investment system that will enhance employment and training opportunities for American workers.

IMPLEMENTATION EFFORTS

A Consultative Process

The common thread throughout all of our implementation efforts is the emphasis on including our Federal, State and local partners, as well as other key stakeholder groups -- such as

the employer community and organized labor -- in the discussions and deliberations in every phase of the implementation process. Shortly after enactment, the Department published and widely circulated a "plain English" summary of the Act in order to quickly raise awareness of the new reforms. The consultation process began in September 1998, with the publication of a Federal Register notice soliciting public comments on all aspects of implementation. That same month we established an interactive website (<http://www.usworkforce.org>) designed to provide up-to-date information on our efforts, as well as to collect feedback and comments from the public. In October 1998, we published in the Federal Register, a White Paper entitled "Implementing the Workforce Investment Act of 1998," which outlined our vision for the new workforce investment system and provided a basis for the development of the Interim Final Regulations.

Throughout the fall of 1998, we held a series of "Implementation Panels" with State and local practitioners. The purpose of these panels was to solicit input on whether we should issue regulations on various legislative provisions, and if regulations were needed, what language the regulations should contain. These panels were held at both the regional level and the national level.

In addition, a total of 12 town hall meetings were held in 11 cities across the country (Boston, New York, Philadelphia, Atlanta, Chicago, Dallas, Kansas City, Denver, San Francisco, Seattle, and the District of Columbia). These meetings provided all interested individuals an opportunity to learn about the Act and the implementation process, as well as an opportunity to offer comments on specific issues of concern. Well over 1,200 individuals attended these town

hall meetings, representing a variety of organizations ranging from veterans' organizations to regional planning organizations.

Over the past eleven months, we have also held regular briefings for the staff of various intergovernmental organizations, such as the National Governor's Association, the National League of Cities, the U.S. Conference of Mayors, the National Association of Counties, and the Interstate Conference of Employment Security Agencies. The briefings have proven to be an effective way of both receiving input from, and providing information to, State and local partners. Similar meetings also have been held with representatives of the business and organized labor communities. We have also held regular briefings with the staff of the House and Senate authorizing committees to keep them apprised of our efforts and of specific issues as they arise.

Since enactment, the Department has also been working closely with a variety of Federal agencies, including the Department of Education. Examples of this coordination include: (1) the issuance of joint guidance on implementation from the Employment and Training Administration, the Office of Vocational and Adult Education, and the Office of Special Education and Rehabilitative Services; (2) the participation of officials representing the Department of Education, Health and Human Services, and Housing and Urban Development in Department of Labor-sponsored training sessions; and (3) the convening of a number of interagency meetings to discuss a variety of issues related to implementation.

Development of Regulations

The Interim Final Regulations, covering most aspects of titles I, III and V of the Workforce Investment Act were published in the Federal Register on April 15, 1999. We believe

that the participatory manner in which these regulations were developed reflects the spirit of partnership and flexibility that is inherent in the Act. Through the mechanisms of public participation mentioned above, we were able to seek input from key stakeholders on proposed regulatory strategies. This process proved to be highly effective. In addition, each of the Federal agencies responsible for administering mandatory or additional One-Stop partner programs provided input into the development of the regulations.

In order to train State and local staff on the new requirements, the Department held six two-day training sessions on the regulatory issues in five different cities around the country (Atlanta, Philadelphia, Chicago, Los Angeles and Dallas). Attendees could select from a variety of subject-specific workshops on topics such as administration, transition, governance and adult/dislocated worker services. Over 2,000 individuals attended these sessions, and the feedback from the sessions was very favorable.

The format, and the substance, of the Interim Final Rule reflects the Administration's commitment to regulatory reform, and to writing regulations that are user friendly, in plain English, and in a question and answer format to make them easier to use. Further, in order to provide greater flexibility for State and local partners, the regulations do not include all of the procedures mandated under the Job Training Partnership Act (JTPA). As a result, they are only half as long as the regulations they will replace.

The Interim Final Regulations are open for public comment for a total of 90 days. The comment period officially closes on July 14, 1999. We expect to receive a large number of comments. We will be reviewing the comments received and will brief all of the key stakeholders on our analysis prior to developing Final Regulations.

State Planning Process

One of the innovative provisions contained in the WIA is the requirement that each Governor submit a five-year strategic State Workforce Investment Plan (State Plan) to the Secretary of Labor which includes title I of WIA as well as the Wagner-Peyser Act. The plan is to describe statewide workforce investment activities, explain how the requirements of the Act will be implemented, and outline how special population groups will be served.

On February 25, 1999, the Department published State Planning Guidance in the Federal Register which provided instructions on how to develop State Plans. The guidance emphasizes the importance of having working partnerships in place between the Governor, local elected officials, Local Boards and other partners in the workforce investment system. In addition, the guidance stresses that the State Plan -- with a statewide vision, goals, policies, criteria and measures -- should become a living document, a management tool that Federal, State and local partners will use to guide the evolution of the workforce investment system and to assess progress toward State goals.

In order to allow for maximum flexibility, we are allowing States to implement WIA at any time between July 1, 1999 and July 1, 2000. As a result, we will be accepting State Plans for review on a "rolling" basis up to April 1, 2000. In addition, States that are not ready to fully implement WIA, but wish to begin implementing parts of WIA prior to July 1, 2000, are authorized to submit a transition plan to the Department. An approved transition plan allows a State to implement specific portions of WIA during the transition period leading up to full implementation. To date, a total of 13 States have submitted State Plans to the Department.

States also have the option of submitting a unified plan under section 501 of WIA. This provision allows a State to submit a single plan for up to 14 Federal education and training programs. Six of the 13 plans received were unified plans. A workgroup comprised of staff from the Departments of Labor, Education, Health and Human Services, Housing and Urban Development, and the Social Security Administration have developed and implemented a coordinated review process for unified plans. In addition, at the encouragement of the Executive Office of the President and the National Partnership for Reinvention of Government, these Federal agencies are beginning the process of developing clearer guidance and perhaps even a sample plan to facilitate the development of unified plans. We expect to issue this guidance before the end of the calendar year.

The development of unified plans poses particular challenges, especially since the unique planning requirements of each affected statute must be met in addition to carrying out the coordinated planning. We are encouraging States to utilize the unified State planning process, and we will use our experience to determine whether any legislative changes should be recommended.

Performance Accountability

The WIA calls for a comprehensive accountability system to assess the effectiveness of State and local areas in providing employment and training services. The Act requires:

- A focus on results defined by core indicators of performance;
- Measures of customer satisfaction with programs and services;
- A strong emphasis on continuous improvement;

- Annual performance levels developed as a result of negotiations among Federal, State and local partners;
- Incentive awards and financial sanctions based on State performance; and
- Reporting and dissemination of performance results.

The Department is approaching the development of this new performance accountability system on two tracks. First, we are developing definitions of the core measures of performance and plan to issue temporary reporting instructions for those States who are implementing WIA in Program Year (PY) 1999. Second, we are working with States and local governments to develop definitions and reporting requirements for use in PY 2000 and beyond. Part of this process will include using the lessons learned from the early implementing States and working with the Department of Education and other Federal agencies to develop common definitions for performance measures across programs. In general, the Department is considering PY 1999 to be a transition year. As a result, we may make substantial changes prior to PY 2000. Therefore, early implementing States will have the opportunity to renegotiate levels of performance before the second year of their approved plan.

The Department has published, in the Federal Register, a series of consultation papers in order to obtain public comments on various aspects of the performance accountability system. The papers have focused on: (1) the definition of the core measures; (2) the negotiation of levels of performance; and (3) the implementation of the incentive and sanction systems. Three more papers are scheduled to be published within the next two weeks, focusing on: (1) customer satisfaction; (2) continuous improvement; and (3) additional reporting items.

Youth Opportunity Area Grants

Secretary Herman has placed a special emphasis on America's youth, particularly those who are out-of-school. As the nation enters the 21st century, almost 15 million young people between the ages of 16 and 24 are not enrolled in school. About 90 percent of these youth don't have a college degree, and in our country's largest urban school districts, less than 50 percent of each year's entering 9th grade class graduates four years later. Despite the strong economy, a majority of out-of-school youth in high poverty areas do not have a job. On June 2, 1999, President Clinton and Secretary Herman announced a grant competition to select new sites for the Department's Youth Opportunity Grant initiative, a quarter-billion dollar investment authorized as part of the WIA that is the foundation of the Secretary's focus on these youth.

The grants will support projects that will substantially increase the employment rate of youth living in selected high-poverty neighborhoods. The grants will emphasize placing youth in private-sector jobs, and include complementary efforts to keep youth in school, increase their enrollment in college, and provide work experience in community-service projects.

This competition will award grants of up to \$12 million to each new recipient. The grant announcement was published in the Federal Register on June 2, 1999, and the competition closes on September 30, 1999. In order to assist potential Youth Opportunity Grant applicants in developing quality grant proposals, the Department hosted a series of five Technical Assistance Conferences. These one-day sessions, held in five cities across the country (Chicago, Denver, Los Angeles, Atlanta, and the District of Columbia), provided information that clearly explained the Youth Opportunity Grant application process and requirements, including the purpose of the grants and the grant review process.

Technical Assistance

In order to meet the requirements of section 170 of WIA, which requires the Secretary to provide technical assistance, training, staff development and related activities, the Department has been working with representatives of States and local communities to jointly develop and implement a Technical Assistance and Training initiative. This initiative will be designed to:

- Assess the workforce system's technical assistance and training needs on an ongoing basis;
- Create an electronic library of training and resource materials that are directly available to the user;
- Continuously build staff capacity at the Federal, State and local levels; and
- Establish a mechanism and process to coordinate the ongoing development and delivery of technical assistance and training resources.

We will be meeting with representatives of the intergovernmental organizations on July 23rd to discuss our proposed strategy as well as their specific technical assistance roles under the Act.

As part of this strategy, and in addition to the previously mentioned consultation efforts, we are in the midst of several projects designed to provide technical assistance to States and localities as they begin implementing WIA. For example, a "readiness checklist" has been distributed to States and local agencies to assist them in planning for implementation. In addition, a meeting of the early implementing States is going to be held in Washington, DC on July 12 and 13, 1999. Another key conference, at which WIA implementation will be a major focus, is JETT*CON -- the Joint Employment and Training Technology Conference -- which will be held in Washington beginning July 14, 1999. I invite all of the members of the

Subcommittee to attend this innovative conference as my guests so you can see, first hand, how emerging technologies can enhance the development of the new workforce investment system.

A Common Identity

Customer awareness of the workforce investment system, rather than of individual programs, must be established in order for WIA to be a success. In order to promote this customer awareness, the Department has developed a plan to educate employers, the general public and the workforce investment delivery system through a well-defined public information strategy. The focus of this strategy will be to reinforce that WIA is the framework for improving the quality of all distinct components of the system, such as the dislocated workers and welfare-to-work programs. This customer focus will be achieved by delivering information, expertise and resources that have real value, including:

- Aggressively promoting ideas that work;
- Constantly providing services of value to our customers;
- Promoting the successful outcomes of our customers; and
- Advocating excellence in employment and training.

The cornerstone of this plan is the development of a "brand" -- America's Jobs Network -- for the workforce investment system, which will be attached to all Federally funded activities nationwide. Components of this branding effort will include the establishment of a toll-free number through which all individuals will be able to access information relating to services available through the workforce investment system, as well as newsletters, videos and seminars. The Department will offer branded publication templates for State and local use and will pursue logo and tagline placement on all WIA-funded locations and materials. This process will allow

States and localities to develop their own customized identity while maintaining connection and identification with America's Jobs Network.

KEY IMPLEMENTATION ISSUES

Today I would like to mention four key issues we have encountered as part of the implementation process.

1. How do we ensure reform?

A critical challenge we, as one of the Federal partners, face in the implementation of WIA is promoting reform in an effort to ensure that WIA does not end up simply being JTPA with a new name. The emphasis on State and local flexibility amplifies this challenge. In this new environment, the Department is utilizing a variety of approaches, such as policy guidance, technical assistance including the use of our interactive website, and training, to encourage reform.

For example, the Department of Labor believes that State Workforce Investment Boards must reflect the membership, and include active participation, of all the entities provided in the statute to ensure the successful implementation of the reforms embodied in the WIA. However, States are authorized to maintain, or grandfather, their existing boards under certain conditions. In an effort to stress the importance of new boards, the Secretary sent a letter to every Governor encouraging them to identify and establish their State Workforce Investment Boards as early as possible, and stating that the Department is committed to providing assistance to States throughout the process. In addition, the Department often calls upon business and labor groups to stress the importance of various reform principles through their membership channels.

2. How do we ensure maximum participation?

WIA provides us with a framework for reform, but realization of its full potential requires cooperation at the Federal, State and local levels to initiate and sustain the momentum for change. The Department has been engaged in several efforts designed to increase participation at the Federal level.

The central effort at the Federal level is increasing the participation of other Federal programs in the workforce investment system. Conversations have been taking place with staff from numerous Federal agencies, including the Departments of Education, Health and Human Services, Transportation, Agriculture, and Housing and Urban Development, as well as the Social Security Administration. To underscore the Administration's commitment to interagency coordination, the President has tasked the National Economic Council with convening a series of Deputy Secretary-level meetings to discuss WIA implementation issues which impact all of these various agencies. In general, the meetings are addressing three key issues: (1) unified planning; (2) performance accountability; and (3) participation in the One-Stop delivery system. In addition to these Deputy Secretary-level meetings, a number of staff level workgroups have been established to deal with the specifics of these key issues.

In another effort to enhance interagency cooperation and effective innovative implementation of WIA, Gene Sperling, Director of the National Economic Council, sent a letter, dated May 31, 1999, to a wide variety of stakeholder organizations, asking them to identify non-legislative barriers to integrated service delivery, circumstances that restrict or prohibit collaboration, or Federal requirements that represent impediments to One-Stop delivery. The organizations have been asked to send their comments to the National Economic Council, which

will then host a meeting of the groups to discuss possible solutions for overcoming the barriers identified and to outline next steps.

3. Size of State and Local Boards.

One of the key issues of concern to State and local communities is the size of State and Local Boards. The Department has heard many concerns that statutory membership requirements relating to the Boards will lead to large, unwieldy, and unmanageable boards. This is especially an issue for Local Boards, due to the requirement that all One-Stop partners must be represented on the board. This requirement, in addition to the requirement for having a business majority, may result in very large boards in many areas. While the Department understands the importance of broad representation on the boards, we are concerned that the large size of the new boards will result in many States and Local areas choosing to grandfather their existing boards, which runs counter to WIA reform principles.

While the Department was unable to fully resolve this issue in the regulations due to statutory constraints, we did not add any additional requirements regarding the number of members required. In the preamble to the Interim Final Regulations we stated that problems associated with large board size can be addressed in a number of ways, such as through the use of committees. In addition, we will be providing technical assistance on creative approaches State and Local Boards may wish to consider in addressing this issue.

4. Lack of Hold-Harmless Provision.

Another issue that States and local areas are most concerned about is the lack of a local hold-harmless provision in the first two years a State implements WIA. JTPA contains a hold-harmless provision that ensures that, in a given fiscal year, no service delivery area will be

allocated less than 90 percent of its allocation percentage for the preceding fiscal year. The purpose of this provision is to ensure that local areas do not experience dramatic shifts in funding. The Senate bill (S. 1186) as passed, contained a hold-harmless provision similar to the one contained in JTPA. The House bill (H.R. 1385) did not contain any hold-harmless provision for local areas.

During the House/Senate Conference, the Senate provision was altered so that the hold-harmless would not take effect until the third fiscal year a State is operating under WIA. We understand this change was made because the existence of a hold-harmless in the first two years of WIA could deter the establishment of new local areas. While the lack of hold-harmless would, in theory, distribute funds to areas in greatest need, we are aware that many local areas may experience a dramatic reduction in funding that may result in reduced services and the need to lay off staff.

We have received many requests to impose a hold-harmless provision through the regulatory process. However, the only way to address this problem would be through an amendment to WIA. Until a legislative resolution of this issue is possible, the Department, under the Secretary's transition authority, is allowing Governors in early implementing States to utilize the JTPA hold-harmless provision in PY 99. This policy decision was addressed in the preamble to the Interim Final Regulations.

NEXT STEPS

The next twelve months will be a crucial period for the implementation of WIA. Over the next year we will be working with other Federal agencies to address any obstacles to effective implementation and seamless service that exist at the Federal level. In addition, we will

be working with the early implementing States to ensure they have the information and support they need to successfully implement their new workforce investment systems. At the same time, we will be working closely with the remaining States to provide them with the assistance they need to develop their comprehensive State Plans. We will be using the lessons learned from all of these States in determining how best to modify our regulations and guidance documents prior to issuing final documents later this year. In general, we expect that the regulations, the State Planning Guidance, and the Performance Accountability specifications will all change based on public comment and the experience of the early implementing States.

We look forward to working with the members of this Subcommittee and your counterparts in the House as we continue our implementation efforts. I believe that we have established an open and effective working relationship with your staff which has served us well in our efforts to date. Please feel free to call on us whenever issues arise or you need additional clarification on any aspect of our process.

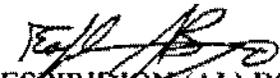
Mr. Chairman, this concludes my prepared testimony. My colleagues and I will be happy to respond to any questions you and other members of the Subcommittee may have.



February 24, 1999

VETERANS' PROGRAM LETTER NO. 3-99

TO: ALL REGIONAL ADMINISTRATORS AND DIRECTORS FOR
VETERANS' EMPLOYMENT AND TRAINING
ALL STATE EMPLOYMENT SECURITY AGENCIES
ALL STATE OFFICES OF WORKFORCE DEVELOPMENT
ALL ONE-STOP SYSTEM COORDINATORS
ALL REGIONAL ADMINISTRATORS, EMPLOYMENT AND
TRAINING ADMINISTRATION (INFO)

FROM: 
ESPIRIDION (AL) BORREGO

SUBJECT: Workforce Investment Act Requirements

I. PURPOSE: To inform State Employment Security Agencies (SESAs) and State Agencies responsible for the implementation, administration and oversight of the Workforce Investment Act (WIA) and Veterans' Employment and Training Service (VETS) field staff of the requirement for a Secretary's Agreement (Agreement) between the appropriate State entity and the Secretary of Labor describing:

- A. How services will be provided to veterans in the implementation and operation of WIA and Wagner-Peyser programs at the State and local levels;
- B. How Disabled Veterans' Outreach Program (DVOP) specialists and Local Veterans' Employment Representatives (LVERs) are integrated into the WIA delivery system, at those sites in which the public labor exchange functions are performed; and
- C. The roles of DVOP/LVER staff in relation to the WIA delivery system at the local level.

II. REFERENCES: Sections 112, 117 and 168, 192 and 322 of Public Law (P.L.) 105-220, The Workforce Investment Act of 1998, signed August 7, 1998; Title 38, United States Code, Sections 4103A, 4104 (38 U.S.C. 4103A, 4104); and Section 4110B (newly added); and the Solicitation for Grant Applications (SGA), issued June 20, 1997, and ASVET Memo 3-99.

III. **BACKGROUND:** The Workforce Investment Act of 1998 (WIA) introduces sweeping changes to the delivery of publicly funded employment and training-related services throughout the Nation. In implementing the Act, the U.S. Department of Labor, through its Employment and Training Administration (ETA), is preparing to issue for comments interim final WIA regulations. At this time, the Veterans' Employment and Training Service will not seek to issue regulations, but will amend its special and general grant provisions, as needed, to comply with the provisions of law.

There are a number of references in the Act concerning veterans - activities and services, representation on state and local boards, and planning requirements. For example, Section 112 describes the planning requirements for States to be eligible for WIA and Wagner-Peyser funding. Section 112(b)(8)(A) contains a requirement for the State to assure coordination with and avoid duplication among ten categories of activities or authorized grant programs including activities authorized under Chapter 41 of Title 38 U.S.C. (Section 112(b)(8)(A) (vi)). Further, it (Section 112(b)(8)(B)) also requires the State to include a description of the data collection and reporting processes for the programs and activities listed in Section 112. Section 168 replaces the Job Training Partnership Act (JTPA) IV-C as of July 1, 2000 and Section 192 provides the ability for States to submit a workforce flexibility (workflex) plan to the Secretary, who may elect to waive statutory or regulatory requirements under sections 8 through 10 of the Wagner-Peyser Act (29 U.S.C. 49g through 49i). The exceptions to this waiver allowance are: (1) services to veterans, (2) services to unemployment insurance claimants and (3) universal access to basic labor exchange services at no cost to job seekers.

However, it is Section 322 of WIA that is of major importance to veterans' programs and services. This Section amends Chapter 41 of Title 38 U.S.C. to add a section 4110B, which reads: "In carrying out this Chapter, the Secretary shall require that an appropriate administrative entity in each State enter into an agreement with the Secretary regarding the implementation of this Act that includes the description and information described in paragraphs (8) and (14) of section 112(b) of the Workforce Investment Act of 1998." [Emphasis added]

Some States will request early WIA implementation (July 1, 1999) which will require them to submit their WIA plan by April 1, 1999. The Act also requires a separate agreement between the State and the Secretary of Labor on the provision of services to veterans. The Secretary has designated the Assistant Secretary for Veterans' Employment and Training (ASVET) as her representative to this agreement.

IV. **GUIDANCE:** To fulfill the requirements under the WIA and to assist States to prepare acceptable State plans including requirements for services to veterans and the assignment and appointment of DVOP and LVER staff, a non-financial agreement has been developed to serve as a model for State agencies, State and Local Workforce Development Boards and VETS staff

to use in developing their Secretary's Agreement. This Agreement, (see Enclosure I), was designed to fulfill the requirements of Section 322 of the Workforce Investment Act and can be attached by a state to its WIA plan to demonstrate its intent to meet the requirements of Section 112.

Directors for Veterans' Employment and Training (DVETs), (see Enclosure II for names and addresses), are required to meet with the SESA Administrator or designee, the State WIB official(s). Further, each DVET or their designee will contact each local WIB to discuss implementation of such an Agreement and the prevailing local conditions, and so that the Agreement can be adjusted to accommodate the needs of the board, the "host agency," if so structured, and all partners or partner agencies involved. DVETs will endeavor to bring together at the State (and later at local, substate areas), the SESA representatives, Governors' selected WIA leads and partner agencies' staff. The intent of such meetings is to reach an understanding, using the model Agreement as a starting point, about the roles and relationships among the WIA service providers of how veterans will be served. Discussions will include the character of assistance to be provided at most service delivery points by DVOPs and LVERs who will assist, but not supplant, services to veterans and the services provided by staff representing the public employment service and other WIA service providers.

The model agreement format does not have to be used, but all Agreements must provide a description of:

- A. Intake, assessment and registration process.
- B. Mediated and non-mediated services available to veterans and other eligibles.

How veterans will be provided priority in placement services/activities (screening and referral on job orders, mass recruitment, job banks/talent banks), and referral to training opportunities.

C. Roles and responsibilities of DVOP and LVER staff

- 1. At One-Stop Career Centers
- 2. At Out-Station locations (VA and TAP)
- 3. LVER program oversight responsibility
- 4. DVOP outreach responsibilities

D. Activities under the Federal Contractor Program.

E. Case management services

1. Who will assign and manage case management services.
2. Maintenance of case management records.
3. Identification of those populations most in need.

F. Roles and responsibilities of public employment service management and staff in the provision of services to veterans to include an explanation of:

1. Services to veterans in service delivery points where there are no DVOPs or LVERs assigned.
2. Who will supervise DVOPs and LVERs
3. Assistance/services provided to veterans by Wagner-Peyser funded staff.

G. Data Collection and Reporting:

1. Activity Reports
2. Cost reports
3. Performance Reports
4. LVER Local Office Reports

The Agreement will be subject to the approval of the appropriate Regional Administrator for Veterans' Employment and Training (RAVET), and subject to the review of the Regional Administrator of the Employment and Training Administration.

V. ACTIONS REQUIRED:

A. State agencies which are implementing the requirements of WIA are requested to begin discussions with DVETS to determine how services to veterans will be provided under WIA at the State and local level.

B. RAVETs will ensure that their DVETs are provided the guidance and support needed to ensure timely completion of the Secretary's Agreement on services to veterans required

by WIA.

-5-

C. DVETs will review the requirements of the Act and ensure all designated WIA entities receive this Veterans' Program Letter (VPL).

D. DVETs will offer and provide appropriate technical assistance to all those entities associated with State and local WIA planning, implementation and operations.

E. DVETs will identify and bring together the appropriate parties (the Governors' selected/designated WIA lead, SESA and partner agencies) to reach an agreement on the provision of services to veterans. The agreement is to be submitted prior to the planned WIA implementation date.

F. DVETs will report weekly to the RAVET on the activities and progress to obtain the Secretary's Agreement.

G. RAVETs are to immediately identify to the Director of Operations and Programs any WIA implementation policy issues.

H. RAVETS will review for completeness and approve all Agreements that meet the requirements of this directive. Where problems are noted, RAVETS are expected to facilitate their resolution. Copies of all signed agreements are to be maintained in the Regional grant files with a copy provided to the Chicago Regional Lead Center.

VI. INQUIRIES: Inquiries should be addressed to the appropriate DVET or RAVET, as applicable. RAVETs may contact Stan Seidel of the National Office at (202) 219-9105.

VII. ENCLOSURES:

A. Sample Agreement

B. DVET Staff Directory

VIII. EXPIRATION DATE: September 30, 2000.

L 0129



SECRETARY'S AGREEMENT
(Governing Services to Veterans)

I. Preamble.

In accordance with the Workforce Investment Act of 1998, Section 322, this Agreement between the (Governor/Appropriate State Entity) and the Secretary of the Department of Labor (DOL), through the Veterans' Employment and Training Service (VETS), specifies the provision of services to veterans, the roles and responsibilities of the Workforce Investment Act of 1998 (WIA) service providers, and the integration of Disabled Veteran Outreach Program (DVOP) specialists and Local Veteran Employment Representatives (LVERs) into one-stop delivery systems and other Service Delivery Points (SDPs) within the State/Commonwealth of (specify). The agreement has been developed to assure coordination and avoid duplication at the service delivery points. The agreement extends the historical preferential precedents for veterans and other eligible persons to the State Workforce Investment System. In administering veterans' service programs under Chapter 41 and 42 of Title 38 United States Code, the (Appropriate State Entity) will undertake the functions described in this Agreement.

II. Scope.

The parties to this document agree and resolve to maximize services to veterans following the priority to veterans described in Title 38, U.S. Code Chapters 41, 42 and 43; Chapter IX, Code of Federal Regulations, codified at 20 CFR 1001.100 et seq. and the Special Provisions of the DVOP/LVER Grants, through their cooperation in activities and staffing at one-stop delivery system sites.



III. Purpose of One-Stop Delivery Systems.

The (Appropriate State Entity) and VETS agree that the one-stop delivery systems will integrate fully the multiple career development services provided to veterans. One-stop delivery system veteran customers will be provided the full array of services available within the system, empowered with customer choice and customized access to those services which satisfy their individual needs for career development. Access to the system will be provided universally to assure customers that there is no wrong door. In the provision of these services veterans' priority will be followed in accordance with Title 38, U.S. Code, Chapters 41 and Chapter IX, Code of Federal Regulations, codified at 20 CFR 1001.100 et seq., and the provisions of the DVOP and LVER grants. The LVER and DVOP program will also facilitate veteran access to all WIA employment and training programs, as required by Section 112 (b) (17)(B) of the Workforce Investment Act of 1998.

IV. Components and Activities.

The following outline reflects the elements of universality, customer choice, integration and performance which have been identified as key factors for the efficient functioning of one-stop delivery systems in the Workforce Investment system. These elements are applicable to all the



program components and activities listed below and relative to priority services for veterans and other eligible persons.

A. INTAKE, ASSESSMENT and REGISTRATION

1. **Universality.** Veterans will be allowed to register at all locations at which registration is offered, using standardized data elements as prescribed by Federal guidelines. Individual needs of veterans may be assessed to access core services, intensive services, and training services, as needed, in all one-stop delivery systems, to determine the appropriate level of services to be provided. If veterans' needs cannot be met at the point of intake, veterans will be referred promptly to the appropriate service provider. Access to LVER and DVOP staff will be provided through the one-stop delivery system, if requested by a veteran.
2. **Customer Choice.** Veterans will be encouraged by one-stop delivery system staff to self-identify in order to establish their eligibility for priority services. Veterans will be provided the options to:
 - a) self-register for core services
 - b) request assessment for intensive services; and/or
 - c) request assessment for training services as appropriate to meet their needs. Veterans will be provided maximum access to America's Labor Market Information System (ALMIS) including both printed and electronic data.
3. **Integration.** Qualified veterans will be provided priority in all services provided under the Wagner- Peysner Act at the point of intake and in assessment for all services.
4. **Performance.** Performance will be measured by comparing needs of veterans as identified at the point of intake with the service provided at the point of exit. Measures of performance will be client-centered and outcome-oriented and will include timeliness of services provided.

B. MEDIATED and NON-MEDIATED SERVICES IN PLACEMENT, DEVELOPMENT OF JOBS and JOB TRAINING OPPORTUNITIES.

1. **Universality.** Veteran one-stop delivery system customers assessed as being "job ready" will be provided with priority access to job information services, including all types of job referrals. In those instances where appropriate job listings are not available, veterans will be instructed in the use of self-directed job search techniques and technology. Veterans who are unsuccessful in accessing job opportunities will be identified and provided job development services.
2. **Customer Choice.** Veterans will be provided with maximum access to labor market information. Services provided will be customer driven. Where available,

veterans will be trained in the use of technology, Internet resources, and other career information delivery systems including ALMIS.

3. **Integration.** DVOP and LVER staff will provide technical assistance and staff training to one-stop delivery system staff relative to programs, resources and the priority of services for veterans. LVER staff, as functional supervisors for veterans services, will make recommendations to one-stop delivery system operators for improvements in services to veterans. DVOP and LVER staff will, where feasible, provide direct services or assist one-stop delivery system staff in the provision of priority services for veterans under the Wagner- Peyser Act.
4. **Performance.** The (Appropriate State Entity) will be responsible for assuring priority services for veterans leading to achievement of performance standards for veterans' services within the one-stop delivery system. Measures of Performance for veterans' services will be negotiated between VETS and the (Appropriate State Entity).

C. OUTREACH/OUT-STATIONING OF LVER/DVOP STAFF

1. **Universality.** LVER and DVOP staff will provide outreach services to veterans at Service Delivery Points (SDPs) that have no LVER or DVOP assigned. However, DVOP staff assigned to these one-stop delivery systems may not be used to fulfill the mandated out-stationing requirement of 38 U.S.C. Chapter 41. Outstation sites may include Transition Assistance Program (TAP) sites, Department of Veterans Affairs (DVA) facilities, or other sites, as appropriate and agreed to. All out-stationing sites of LVER and DVOP staff will be coordinated with the State VETS Director. DVOPs and LVERs are to conduct outreach to employers, community agencies, veterans' organizations, etc. and share the information gained from these contacts to Service Delivery Point staff.
2. **Customer Choice.** Veteran customers will be provided with options to obtain assistance at out-station sites, during scheduled outreach visits, at full-service centers, or by electronic access from other access points. Other organizations and agencies should be encouraged to establish America's Job Bank Internet Access Zones.
3. **Integration.** Out-station/Out-reach sites will be encouraged to enter into formalized Memorandums of Understanding (MOU) to define the range of services available to veteran customers and the responsibilities of DVOP and LVER staff providing such services. MOUs will assure that veterans are provided priority in the services available in the center.
4. **Performance.** Measures of performance will include an annual assessment by the State VETS Director of all formal and informal agreements established to facilitate priority of services for veterans in one-stop delivery systems, including

out-station and out-reach sites.

D. FEDERAL CONTRACTOR PROGRAM (FCP) and VETERANS' PREFERENCE for FEDERAL JOBS

1. **Universality.** Federal Contractor Program job information and listings of Federal jobs will be available at all one-stop delivery systems. LVER staff who are designated as Monitors for the workforce investment area will provide training to one-stop delivery system staff relative to the Federal Contractor Job Listing Program and Complaint systems as well as the Federal employment opportunities for veterans. Where feasible, the one-stop delivery system will establish an America's Job Bank (AJB) Access Zone using Internet technology to provide access to Federal Contractor and Federal Agencies job listings. One-stop delivery system staff, in cooperation with LVER Monitors, will promote the establishment of AJB Access Zones at other Community Based Organizations and Department of Veterans Affairs (State and Federal) offices.
2. **Customer Choice.** Veterans will be provided both printed and electronic Federal Contractor Program and Federal job information, including information relative to filing complaints with the State VETS Director. Federal Contractors and Federal Agencies will be provided with recruitment assistance in accordance with their obligation for Affirmative Action and veterans' preference requirements pursuant to 38 U.S.C., Chapter 42.
3. **Integration.** The FCP and Federal job opening listings will be integrated into all one-stop delivery systems to assure that veteran customers, Federal Contractors and Federal Agencies have full access to jobs listings, qualified applicants and program information. Veterans will be provided information in the filing of complaints as necessary. LVER and DVOP staff will provide technical assistance and staff training to one-stop delivery system staff relative to Federal Contractor Programs.
4. **Measures of Performance.** Performance will be measured by surveying customer satisfaction with FCP assistance provided by one-stop delivery system staff, and by evaluation of the quality and timeliness of services provided by LVER/DVOP staff.

E. CASE MANAGEMENT SERVICES FOR TARGETED VETERANS

1. **Universality.** Case Management services for targeted veterans will be provided by LVER and DVOP staff and appropriate one-stop delivery system staff. These Case Management services will parallel similar services provided for other customers within one-stop delivery systems.
2. **Customer Choice.** Case Management services for targeted veterans will be client

focused and client driven. Targeted veterans will be provided choices based upon need and the resources available to meet those needs. When necessary and when appropriate, clients will be assisted in accessing resources outside the one-stop delivery systems.

3. **Integration.** Case Management services for veterans through the LVER and DVOP staff will include the resources of the one-stop delivery system and the Department of Veterans Affairs Vocational Rehabilitation & Counseling (VR&C) system. The Veterans' Employment and Training Service (VETS) will define the procedures and services to be provided to targeted veteran clients who are case managed. Case Management training at the National Veterans Training Institute (NVTI) will be requested for those one-stop delivery system staff, DVOP staff and LVER staff who will be providing case management services to veterans.
4. **Performance.** Measures of Performance will track veterans who have been referred to the one-stop delivery system for Case Management Services by the DVA. Measures of Performance will include the number of such veterans referred, the number of such veterans entered into case management, and the outcomes resulting from case managed systems. Common definitions of data will be negotiated between VETS, the one-stop delivery system administrator and the DVA VR&C to insure standardized reporting of outcomes by each system.

F. ROLE AND RESPONSIBILITIES OF PUBLIC EMPLOYMENT SERVICE MANAGEMENT AND STAFF IN THE PROVISION OF SERVICES TO VETERANS

1. **Universality.** As part of the local Memorandums of Understanding (MOUs), LVER and DVOP staff can receive guidance from the one-stop delivery system operator. However, compensation, personnel actions and terms and conditions of employment, including performance appraisals and accountability of merit-staff employees will remain under the authority of the State Agency. LVERs assigned to one-stop systems will monitor and provide quarterly reports to their one-stop delivery system operator on the universality of veteran services provided by one-stop delivery system staff and the access and receipt of these veteran services.
2. **Customer Choice.** To assist customers to make an informed choice, one-stop delivery systems will provide information during the intake process that advises veterans of the advantages of registration to access special programs and services for veterans and the availability of special staff to discuss employment issues.
3. **Integration.** One-stop delivery system operators will encourage and promote all programs participating in the Workforce Investment system to provide the maximum of employment and training opportunities to veterans.
4. **Performance.** One-stop delivery system operators will be held responsible for assuring priority services for veterans where Wagner-Peyser, LVER, DVOP, or

public employment service resources are used. Measures of Performance for veterans services will be negotiated between VETS and the (Appropriate State Entity). Program activity and program costs will be reported in accordance with the DVOP/LVER grant agreement.

V. Effective Date.

This Agreement shall be fully executed and effective as of the date of the signing of this document. The Agreement shall be automatically renewed on October 1st of each subsequent year, absent an express written notice of an intent not to renew receive by all signatories at least 30 days prior to the October 1 renewal date. This agreement may be amended if agreed to by all parties.

VI. Principal Signatures.

(Governor)

(Date)

(State Employment Security Agency)

(Date)

Director for Veterans' Employment and Training
U.S. Department of Labor

(Date)

Other Partners/Agencies:

(Define add additional as necessary)

(Date)

AMENDMENTS:
(If necessary)

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July 7, 1999

VETERANS' PROGRAM LETTER NO. 3-99: Change 1

MEMORANDUM FOR: ALL REGIONAL ADMINISTRATORS AND DIRECTORS
VETERANS' EMPLOYMENT AND TRAINING
ALL STATE EMPLOYMENT SECURITY AGENCIES
ALL STATE OFFICES OF WORKFORCE DEVELOPMENT (INFO)
ALL ONE-STOP SYSTEM COORDINATORS (INFO)
ALL REGIONAL ADMINISTRATORS, EMPLOYMENT (INFO)
AND TRAINING ADMINISTRATORS

FROM:


ESPIRIDION (AL) BORREGO

SUBJECT:

Workforce Investment Act Requirements; Clarification of
the Requirement to Provide Priority Services to Veterans

- I. PURPOSE: To clarify the requirements of VPL 3-99 regarding Priority Services to Veterans and the Secretary's Agreement.
- II. BACKGROUND: There has been some confusion regarding the requirements contained in VPL 3-99. This Veterans' Program Letter is an attempt to clarify those issues surrounding the requirements outlined in section 322 of the Workforce Investment Act (WIA), specifically the Secretary's Agreement.

Section 322 of the WIA, "Veterans Employment Programs," amends Chapter 41 of 38, U.S.C. to require State Administrative Entities to enter into an agreement with the Secretary of Labor that, "...includes the description and information described in paragraphs (8) and (14) of section 112 (b) of the Workforce Investment Act of 1998."

Section 112 of the WIA describes the requirements for development and submittal of a State Workforce Investment Plan (State Plan); subsection (b) paragraphs (8) and (14) deal with the content requirements of the State Plan that includes activities authorized under Chapter 41 of 38 U.S.C. with a cross reference to WIA section 134 (c) which describes the "one-stop delivery system."

Section 4102 of U.S.C. describes the "authorized activities" (referred to in section 112 (b)(8) of the Workforce Investment Act) which are: "(1) job and job training counseling service program, (2) employment placement service program, and (3) job training placement program for eligible veterans and eligible persons." Section 4102 also addresses priority services to veterans by stating that the Assistant Secretary for Veterans' Employment and Training (ASVET) shall promulgate and administer policies and regulations, "...so as to provide such veterans and persons the maximum of employment and training opportunities, with priority given to the needs of disabled veterans and veterans of the Vietnam era through existing programs, coordination and merger of programs and implementing new programs."

III. CLARIFICATION:

(1) Federal Regulations require the ASVET to ensure that all programs funded in whole or in part with Wagner/Peyser appropriations and those programs specifically funded by the Veterans' Employment and Training Service, i.e., the Local Veterans' Employment Representative and the Disabled Veterans' Outreach Program Grants to the State Employment Security Agencies, shall provide priority service to veterans as outlined in Section 4102 of 38 U.S.C. as amended. Therefore, it is expected that each Wagner/Peyser portion of the State Plan submitted by the entity responsible for the labor exchange function as per section 112 of the Workforce Investment Act will describe how priority of employment and training services to veterans will be maintained in each State's "one-stop delivery system" that receives Wagner-Peyser funds. However, there is no requirement to include a description of how priority service to veterans will be maintained in those programs funded from other sources in each State's one-stop delivery system.

(2) Section 322 of the Workforce Investment Act amended Chapter 41 of 38 U.S.C. by adding a new section 4110B "Coordination and Nonduplication". This new section of 38 U.S.C. requires each State entity to enter into an agreement with the Secretary of Labor to describe services to veterans under the Workforce Investment Act. Veterans' Program Letter 3-99 incorrectly stated that this "Secretary's Agreement should be attached to a State's WIA Title I plan." There is no legal requirement that this Agreement be attached to a WIA State Plan. Instead, States are encouraged to submit the Secretary's Agreement as described in item (3).

(3) It is the ASVET's policy that each State's Secretary's agreement (see attached example) should be transmitted to the National Office of the Veterans' Employment and Training Service and each State's jurisdictional Regional Administrator for Veterans' Employment and Training (RAVET). The ASVET encourages States to submit this Agreement (if completed) separate from, but at the same time the State is submitting its WIA Title I State Plan.

- IV. ACTIONS REQUIRED: RAVETs will ensure that their respective ETA Regional Administrators have received this change. DVETs will ensure that State Administrative Entities have received this change as well.
- V. INQUIRIES: DVETs should contact their respective RAVETs. RAVETs should contact Effie Baldwin, WIA VETS Coordinator, at 202-693-4742 or 202-219-0316 ext. 148.

Attachment

SECRETARY'S AGREEMENT
(Governing Services to Veterans)

I. Preamble

In accordance with the Workforce Investment Act of 1998, section 322, this Agreement between the (Governor/Appropriate State Entity) and the Secretary of the Department of Labor (DOL), through the Veterans' Employment and Training Service (VETS), specifies the provision of services to veterans, the roles and responsibilities of the Workforce Investment Act of 1998 (WIA) service providers, and the integration of Disabled Veteran Outreach Program (DVOP) specialists and Local Veteran Employment Representatives (LVERs) into one-stop delivery systems and other Service Delivery Points (SDPs) within the State/Commonwealth of (specify). The agreement has been developed to assure coordination and avoid duplication at the service delivery points. In administering veterans' service programs under Chapter 41 and 42 of 38 U.S.C., the (Appropriate State Entity) will undertake the functions described in this Agreement.

II. Scope

The parties to this document agree and resolve to maximize services to veterans following the priority to veterans described in 38 U.S.C. Chapters 41, 42 and 43; at 20 C.F.R. 1001.100 et seq. and the Special Provisions of the DVOP/LVER Grants, through their cooperation in activities and staffing at one-stop delivery system sites.

III. Purpose of One-Stop Delivery Systems

The (Appropriate State Entity) and VETS agree that the one-stop delivery systems will integrate fully the multiple career development services provided to veterans. One-stop delivery system veteran customers will be provided the full array of services available within the system empowered with customer choice and customized access to those services which satisfy their individual needs for career development. Access to the system will be provided universally to assure customers that there is no wrong door. In the provision of these services veterans' priority will be followed in accordance with 38 U.S.C., Chapters 41 and 20 C.F.R. 1001.100 et seq. and the provisions of the DVOP and LVER grants. The LVER and DVOP program will also facilitate veteran access to all WIA employment and training programs, as required by Section 112 (b)(17)(B) of the Workforce Investment Act of 1998.

IV. Components and Activities

The following outline reflects the elements of universally, customer choice, integration and performance which have been identified as key factors for the efficient functioning of one-stop delivery systems in the Workforce Investment system.

A. INTAKE, ASSESSMENT AND REGISTRATION

1. **Universality.** Veterans will be allowed to register at all locations at which registration is offered, using standardized data elements as prescribed by Federal guidelines. Individual needs of veterans may be assessed to access core services, intensive services, and training services, as needed, in all one-stop delivery systems, to determine the appropriate level of service to be provided. If veterans' needs cannot be met at the point of intake, veterans will be referred promptly to the appropriate service provider. Access to LVER and DVOP staff will be provided through the one-stop delivery system, if requested by a veteran.
2. **Customer Choice.** Veterans will be encouraged by one-stop delivery system staff to self-identify in order to establish their eligibility for priority for services funded by the Wagner-Peyser Act (W-P Act). Veterans will be provided the options to:
 - A. self-register for core services
 - B. request assessment for intensive services, and/or
 - C. request assessment for training services as appropriate to meet their needs.
3. **Integration.** Qualified veterans will be provided priority in all services provided under the W-P Act at the point of intake and in assessment for all services.
4. **Performance.** Performance will be measured by comparing needs to veterans as identified at the point of intake with the service provided at the point of exit. Measures of performance will be client-centered and outcome-oriented and will include timeliness of services provided.

B. MEDIATED AND NON-MEDIATED SERVICES IN PLACEMENT, DEVELOPMENT OF JOBS AND JOB TRAINING OPPORTUNITIES

1. **Universality.** Veteran one-stop delivery system customers assessed as being "job ready" will be provided with priority access to job information services, including all types of job referrals funded by the W-P Act. In those instances where appropriate job listings are not available, veterans will be instructed in the use of self-directed job search techniques and technology. Veterans who are unsuccessful in accessing job opportunities will be identified and provided job development services.
2. **Customer Choice.** Veterans will be provided with maximum access to labor market information. Services provided will be customer driven. Where available, veterans will be trained in the use of technology, Internet resources, and other career information delivery systems including ALMIS.

3. **Integration.** DVOP and LVER staff will provide technical assistance and staff training to one-stop delivery system relative to programs, resources and the priority of services for veterans. LVER staff, as functional supervisors for veterans services, will make recommendations to one-stop delivery system operators for improvements in services to veterans. DVOP and LVER staff will, where feasible, provide direct services or assist one-stop delivery system staff in the provision of priority services for veterans under the Wagner-Peyser Act.
4. **Performance.** The (Appropriate State Entity responsible for the public labor exchange system) will be responsible for assuring priority services for veterans leading to achievement of performance standards for veterans' services within the one-stop delivery system. Measures of Performance for veterans' services will be negotiated between VETS and the (Appropriate State Entity).

C. OUTREACH/OUT-STATIONING OF LVER/DVOP STAFF

1. **Universality.** LVER and DVOP staff will provide outreach services to veterans at Service Delivery Points (SDPs) that have no LVER or DVOP assigned. However, DVOP staff assigned to these one-stop delivery systems may not be used to fulfill the mandated out-stationing requirement of Chapter 41 of 38 U.S.C. Outstation sites may include Transition Assistance Program (TAP) sites, Department of Veterans Affairs (DVA) facilities, or other sites, as appropriate and agreed to. All out-stationing sites of LVER and DVOP staff will be coordinated with the State VETS Director. DVOPs and LVERs are to conduct outreach to employers, community agencies, veterans' organizations, etc. and share the information gained from these contacts with Service Delivery Point staff.
2. **Customer Choice.** Veterans customers will be provided with options to obtain assistance at out-station sites, during scheduled outreach visits, at full-service centers, or by electronic access from other access points. Other organizations and agencies should be encouraged to establish America's Job Bank Internet Access Zones.
3. **Integration.** Out-station/outreach sites will be encouraged to enter into formalized Memorandums of Understanding (MOU) to define the range of services available to veteran customers and the responsibilities of DVOP and LVER staff providing such services. MOUs will assure that veterans are provided priority in the services funded by the W-P Act at the center.
4. **Performance.** Measures of performance will include an annual assessment by the State VETS Director of all formal and informal agreements established to facilitate priority of services for veterans for W-P Act funded activities in one-stop delivery systems, including out-station and out-reach sites.

D. FEDERAL CONTRACTOR PROGRAM (FCP) and VETERANS' PREFERENCE for FEDERAL JOBS

1. **Universality.** Federal Contractor Program job information and listings of Federal jobs will be available at all one-stop delivery systems. LVER staff who are designated as Monitors for the workforce investment area will provide training to one-stop delivery system staff relative to the Federal Contractor Job Listing Program and Complaint systems as well as Federal employment opportunities for veterans. Where feasible, the one-stop delivery system will establish an America's Job Bank (AJB) Access Zone using Internet technology to provide access to Federal Contractor and Federal Agencies job listings. One-stop delivery system staff, in cooperation with LVER Monitors, will promote the establishment of AJB Access Zones at other Community Based Organizations and Department of Veterans Affairs (State and Federal) offices.
2. **Customer Choice.** Veterans will be provided both printed and electronic Federal Contractor Program and Federal job information, including information relative to filing complaints with the State VETS Director. Federal Contractors and Federal Agencies will be provided with recruitment assistance in accordance with their obligation for Affirmative Action and veterans' preference requirements pursuant to Chapter 42 of 38 U.S.C.
3. **Integration.** The FCP and Federal job opening listings will be integrated into all one-stop delivery systems to assure that veteran customers, Federal Contractors and Federal Agencies have full access to jobs listings, qualified applicants and program information. Veterans will be provided information in the filing of complaints as necessary. LVER and DVOP staff will provide technical assistance and staff training to one-stop delivery system staff relative to Federal Contractor Programs.
4. **Measures of Performance.** Performance will be measured by surveying customer satisfaction with FCP assistance provided by one-stop delivery system staff, and by evaluation of the quality and timeliness of services provided by LVER/DVOP staff.

E. CASE MANAGEMENT SERVICES FOR TARGETED VETERANS

1. **Universality.** Case Management services for targeted veterans will be provided by LVER and DVOP staff and appropriate one-stop delivery system staff. These Case Management services will parallel similar services provided for other customers within one-stop delivery systems.

2. **Customer Choice.** Case Management services for targeted veterans will be client focused and client driven. Targeted veterans will be provided choices based upon need and the resources available to meet those needs. When necessary and when appropriate, clients will be assisted in accessing resources outside the one-stop delivery system.
3. **Integration.** Case Management services for veterans through the LVER and DVOP staff will include the resources of the one-stop delivery system and the Department of Veterans Affairs Vocational Rehabilitation & Counseling (VR&C) system. VETS will define the procedures and services to be provided to targeted veteran clients who are case managed. Case Management training at the National Veterans Training Institute (NVTI) will be requested for those one-stop delivery system staff, DVOP staff and LVER staff who will be providing case management services to veterans.
4. **Performance.** Measures of Performance will track veterans who have been referred to the one-stop delivery system for Case Management Services by the DVA. Measures of Performance will include the number of such veterans referred, the number of such veterans entered into case management, and the outcomes resulting from case managed systems. Common definitions of data will be negotiated between VETS, the one-stop delivery system administrator and the DVA VR&C to insure standardized reporting of outcomes by each system.

F. ROLE AND RESPONSIBILITIES OF PUBLIC EMPLOYMENT SERVICE MANAGEMENT AND STAFF IN THE PROVISION OF SERVICES TO VETERANS

1. **Universality.** As part of the Memorandums of Understanding (MOUs), LVER and DVOP staff can receive guidance from the one-stop delivery system operator. However, compensation, personnel actions and terms and conditions of employment, including performance appraisals and accountability of merit-staff employees will remain under the authority of the State Agency. LVERs assigned to one-stop systems will monitor and provide quarterly reports to their one-stop delivery system operator on the universality of veteran services provided by one-stop delivery system staff and the access and receipt of these veteran services.
2. **Customer Choice.** To assist customers to make an informed choice, one-stop delivery systems will provide information during the intake process that advises veterans of the advantages of registration to access special programs and services for veterans and the availability of special staff to discuss employment issues.
3. **Integration.** One-stop delivery system operators will encourage and promote all program participating in the Workforce Investment system to provide the maximum of employment and training opportunities to veterans.

4. **Performance.** One-stop delivery system operators will be held responsible for assuring priority services for veterans where Wagner-Peyser, LVER, DVOP, or public employment service resources are used. Measures of Performance for veterans services will be negotiated between VETS and the (Appropriate State Entity). Program activity and program costs will be reported in accordance with the DVOP/LVER grant agreement.

V. Effective Date

This Agreement shall be fully executed and effective as of the date of the signing of this document. The Agreement shall be automatically renewed on October 1st of each subsequent year, absent an express written notice of an intent not to renew receive by all signatories at least 30 days prior to the October 1 renewal date. This agreement may be amended if agreed to by all parties.

VI. Principal Signatures

(Governor)

(Date)

(State Employment Security Agency)

(Date)

Director for Veterans' Employment and Training
U.S. Department of Labor

(Date)

Other Partners/Agencies:

(Define add additional as necessary)

(Date)

AMENDMENTS:
(If necessary)

L 0152

SECRETARY'S POLICY MEETINGS
ON
OUT-OF-SCHOOL YOUTH



MEETING SUMMARY

JUNE 18, 1998

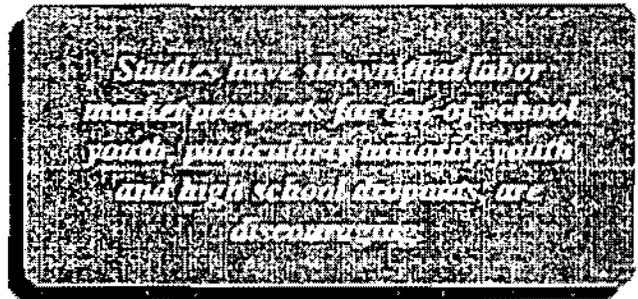
PREPARED BY DTI ASSOCIATES, INC.
FOR THE
OFFICE OF JOB TRAINING PROGRAMS
EMPLOYMENT AND TRAINING ADMINISTRATION
U.S. DEPARTMENT OF LABOR

SECRETARY'S POLICY MEETINGS
ON
OUT-OF-SCHOOL YOUTH

EXECUTIVE SUMMARY

JUNE 18, 1998

On May 19 and June 2, 1998, Secretary of Labor Alexis M. Herman convened meetings to address employment and training policy issues related to out-of-school youth. Invited to attend the meetings were program practitioners, educators, researchers, and policy experts in the area of youth employment and training programs. Secretary Herman described these meetings as informal gatherings to hear from experts about best practices for assisting out-of-school youth. The Secretary was also eager to hear about what is working and what is not working, before the Department launches a major initiative to address the employment needs of out-of-school youth. She expressed her desire to receive concrete ideas as well as "blue sky" brainstorming ideas on best uses of the \$1 billion commitment the President has made toward out-of-school youth in his 1999 - 2002 budget requests.

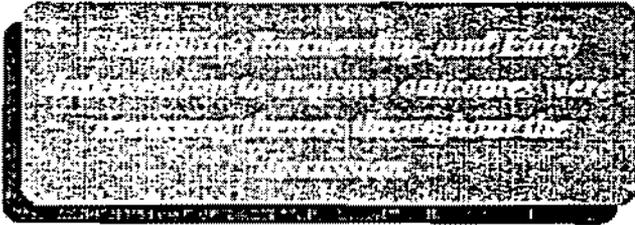


Study after study has shown that the labor market prospects for out-of-school youth, particularly minority youth and high school dropouts, are discouraging. In some high poverty inner-city neighborhoods, out-of-school youth experience unemployment rates of 30 percent or higher, and school dropout rates can exceed 60 percent. Many rural areas of the country also experience severe youth unemployment problems.

The meeting participants identified a number of barriers for assisting youth that ranged from labor market difficulties to employer biases to transportation issues. From a labor market perspective, many young American men and women not only lack the education and skills to find good paying jobs, they often lack access to information available through informal networks about job openings and the transportation to reach them.

Although the meeting participants presented different points of view and varying interests, there was consensus over key elements of successful programs. *Flexibility, Partnership, and Early Intervention* were recurring themes throughout the discussion - local flexibility to design programs that are responsive to the needs of out-of-school youth; partnerships that involve employers, schools, law enforcement and the community; and assistance for at-risk youth at early ages to reduce drop out rates, teen pregnancy, and high unemployment.

As participants discussed the design of future initiatives, they conveyed a unified message urging the Department to build on the existing capacity and infrastructure of effective youth efforts as opposed to creating new models. A number of participants suggested that the Department build on the School-to-Work model as the foundation or infrastructure of any new initiative.



A major theme that emerged throughout the meetings was the need to build linkages and connections in communities to weave together a system that can address the personal, educational, and training needs of out-of-school

youth. Participants offered creative suggestions for generating community-wide responses and innovative solutions to creating a "holistic" approach to assist youth. One participant suggested that local elected officials could play a key role in bringing the city administration together through interdisciplinary teams that would integrate public resources. Other participants recommended that communities respond through coalitions of public and private organizations, including Community-Based Organizations (CBOs), employers, Private Industry Councils, the juvenile justice system, and schools.

Recognizing that the needs of the out-of-school youth population exceed the funding available through the Department, the participants made numerous suggestions for leveraging funds to assist youth in a comprehensive manner. One participant suggested that foundations could provide "gap" funding for support services outside of those traditionally covered in job training programs. Others urged the Secretary to enlist the support and resources of other government agencies such as the Justice Department or the Department of Defense to provide matching funds.

Throughout the meetings there was recurrent discussion over the expectations of policy makers, employers, youth program operators, and the youth themselves. There was widespread agreement that programs need to maintain high expectations of the youth to reflect the belief in their potential. Maintaining high standards is important to employers and youth should be expected to meet the same standards as other employees. However, there was concern that policy makers might set unrealistic expectations of program outcomes that local programs cannot attain.

Overall, the group was very optimistic about employment prospects for youth in the current economy. Tight labor markets throughout the country make employers more open to hiring less experienced workers. The record low unemployment rate presents a tremendous opportunity to employ out-of-school youth.

SECRETARY'S POLICY MEETINGS
ON
OUT-OF-SCHOOL YOUTH

SUMMARY OF PROCEEDINGS

JUNE 18, 1998

INTRODUCTION

On May 19 and June 2, 1998, Secretary of Labor, Alexis M. Herman convened meetings to address employment and training policy issues related to out-of-school youth. Invited to attend the meetings were program practitioners, educators, researchers, and policy experts in the area of youth employment and training programs. A list of the participants is included as an appendix to this summary. These individuals shared their insights on how the Department should use its resources to best address the needs of the out-of-school youth population.

The President's 1999 budget request proposes a significant initiative that would provide concentrated services in targeted communities to increase employment opportunities for youth. In each of the meetings, Secretary Herman led a two-hour dialogue with the meeting participants to discuss effective practices and future directions regarding out-of-school youth. This paper summarizes the observations, themes, recommendations, and comments made by the Secretary and the participants in the two meetings.

BACKGROUND/OVERVIEW

As a backdrop for the meeting, each participant was provided with a summary of research and evaluation studies that have been performed on youth employment issues during the last thirty years. Study after study has shown that the labor market prospects for out-of-school youth, particularly minority youth and high school dropouts, are discouraging. In some high poverty inner-city neighborhoods, school dropout rates can exceed 60 percent and out-of-school youth have employment rates of less than 50 percent.

The expense to society of these impoverished youth is staggering. By one estimate, the total lifetime costs to society of a cohort of 16-24 year-old inner city school dropouts is around \$41 billion, including costs of lost earnings, lost tax revenues, expenditures by the criminal justice system and expenditures for welfare and additional health care. The problem is not confined to inner-city youth. Youth in Appalachia, on Indian reservations and in migrant communities also face severe problems.

SECRETARY'S INTRODUCTION

Secretary Herman described the two policy meetings as informal gatherings to hear from experts about what is working and what is not working, before the Department launches a major initiative to address the employment needs of out-of-school youth. The Secretary was eager to hear about best practices for assisting out-of-school youth as DOL revisits old policies and explores new ones. She expressed her desire to receive concrete ideas in addition to "blue sky" brainstorming ideas on best uses of the \$1 billion commitment the President has made toward out-of-school youth.

She highlighted the following *topic areas* as points of discussion:

- *Appropriate collaboration of partners*
- *Role of the federal government with respect to states, localities, and the private sector*
- *Building public awareness of the problem*
- *Significant barriers to positive outcomes*
- *Measures to undertake to enhance results*
- *Identification of best models and initiatives*
- *The best way to utilize resources*

The Secretary described President Clinton's plan to include \$1 billion in his 1999-2002 budget requests, and that the Department anticipates having \$250 million for the coming fiscal year to serve disadvantaged youth through a special initiative targeted to high poverty urban and rural areas. The initiative, called "Opportunity Areas for Out-of-School Youth," grew out of an awareness that youth in high poverty areas face multiple barriers to employment and require extensive assistance. The Secretary related that, "we have seen the ebb and flow of funds over the years - the last time we had large amounts of money was 20 years ago and now we have an opportunity to do something significant." She said that with such a dynamic economy, it appears that now is the best time to make a long-term investment in out-of-school youth.

ORGANIZATION OF THE SUMMARY REPORT

The dialogue in the two meetings transpired as free flowing discussions centering on the *topic areas* outlined by the Secretary. This summary report is derived from notes taken by recorders at the two meetings. The report contains the points made by the participants but does not attribute comments to particular individuals. No attempt is made in this report to draw conclusions from the discussion. The content of the dialogue is categorized into broad headings listed below which include the discussion on all of the *topic areas*.

- I. *Barriers*
- II. *Lessons Learned*
- III. *Program Design*
- IV. *Linkages and Connections*
- V. *Innovations*
- VI. *Leveraging Funds*
- VII. *Realistic Expectations*

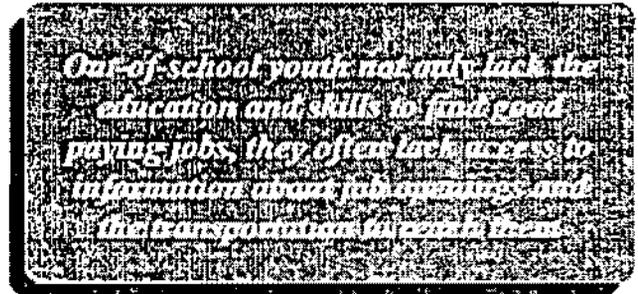
SUMMARY OF PROCEEDINGS

Secretary Herman began each meeting by defining the scale of the problem. That is, for the past 20 years, unemployment rates for disadvantaged youth have stayed constant at approximately 30 percent. She explained the goal for the meeting was to examine ways to invest funds to maximize results and reduce this persistent problem.

I. Barriers

The group identified a number of barriers for assisting youth that ranged from labor market barriers to employer biases to transportation issues. From a labor market perspective, youths not only lack the education and skills to find good paying jobs, they often lack access to information available through informal networks about job openings and the transportation to reach them.

One participant identified several barriers to the employment of out-of-school youth:



- *Job related skills - hard and soft skills: Employers only look at credentials to gauge skills. Hard credentials are high school diplomas or vocational education training. Soft skills are communication, appearance, presence. Most out-of-school youth lack both types of skills.*
- *Geographic problems: Many jobs are located in suburbs. There is a challenge in connecting the inner-city youth with these jobs. Transportation is a major barrier.*
- *Informal networks where discrimination plays a factor: This is especially true with small businesses. Small employers are less sophisticated in their hiring practices, often hiring family members and individuals from their own socio-economic group.*
- *Low pay: Many youth see the entry level jobs as dead-end and don't recognize the importance of grabbing the first rung on the ladder.*

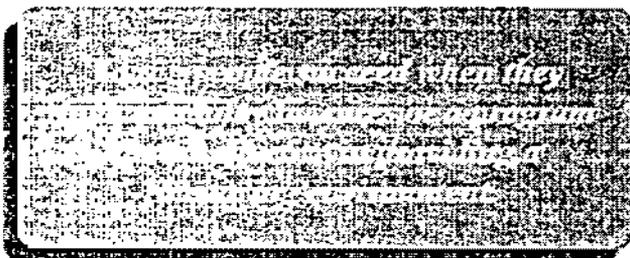
One participant noted that programs have not worked for very logical reasons. She feels that short-term interventions are often ineffective and programs cannot turn around the lives of disadvantaged youth overnight. Program flexibility and timing are critical factors -- youth must be engaged when they are ready. In addition to the need for long-term intensive interventions, successful programs must leverage funds and access public education funds. A challenge is to offer a diversity of training/education options to meet the expectations of youth without duplicating the services provided by the school system. Understanding multi-cultural differences was added by another participant as a key element. Family traditions often influence training and work preparation. Program success has to be achieved by building trust with the youth participants and nurturing their motivation to learn.

A number of attendees cited the fluctuations in funding as a barrier to effectively serving this population. It was suggested that youth programs should be given a chance to work by allowing them time to mature. The expectations for the programs are often focused on short-term outcomes, overlooking the need for long-term interventions.

An educator at the meeting commented that resources have been cut for education and training to prison populations. Policy makers are not funding those things that do work. From an economic point of view it costs less to educate people than to incarcerate them. This attendee mentioned that more evaluation on the effectiveness of prison education programs might be helpful in building support for these programs.

II. *Lessons Learned*

Although the meeting participants represented different viewpoints and interests, there was consensus on the three key elements of successful programs. *Flexibility, Partnership, and Early Intervention* were recurring themes throughout the discussion – local flexibility to design programs that are responsive to the needs of the youth; partnerships involving employers, schools, law enforcement and the community; and assistance for at-risk youth at early ages to reduce drop out rates, teen pregnancy, and high unemployment.



In addition to the three general themes, a compendium of youth programs published by the American Youth Policy Forum titled, Some Things Do Make a Difference For Youth was cited. The authors reviewed 69 evaluations of 49

youth programs. They are currently working on a follow-up review of 90 evaluations. The compendium provides a handy resource of empirical findings - beyond anecdotal evidence - for policy makers and program practitioners as they craft strategies to improve services and supports for the nation's youth. Their research suggests a list of key principles common to successful programs. The challenge is in packaging the pieces. Successful programs share the following characteristics:

- *Caring adult support*
- *Structure and expectations*
- *Creative forms of learning*
- *Combination of academic learning and work experience*
- *Support and follow-up*
- *Well managed and implemented programs*
- *Strong staff development at the service delivery level*

In the last few years, the National Youth Employment Coalition (NYEC) has identified 32 programs through the Promising and Effective Practices Network that are demonstrating successful practices. Organizations need competent, caring, and trained staff. The funding fluctuations in the past have meant that staff have come and gone. Young people succeed when they find an adult who cares and who can provide the catalyst for “turning them on” to education. Youth need programs that are effective in providing a nurturing environment. Youth can also use their peers who are good students as role models. Programs must be managed well. NYEC has found a wonderful set of examples that need to be implemented and sustained better than in the past.

It was suggested that Job Corps be looked at as a possible model. The program has been around for 34 years and is a program that works. Incumbent worker models funded by Title III of the Job Training Partnership Act were also mentioned as models that should be considered. There is a

Housing and Urban Development funded program to train carpenters and painters through apprenticeships that is having good results. Some models of adult programs should be studied, modified and applied to out-of-school youth programs.

Several examples of lessons learned were described:

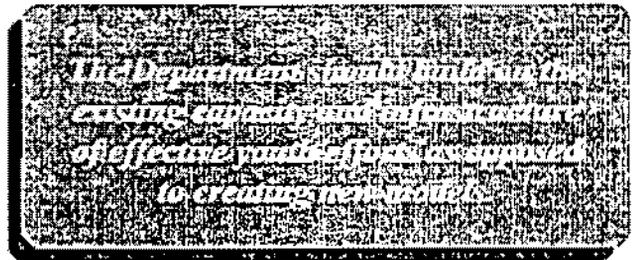
- *A cable manufacturer needed help in recruiting workers. A partnership was formed where union members visited local schools to discuss career opportunities at the plant.*
- *A high school that had few college bound students integrated career awareness into their curriculum and the result was improved attendance, increased graduation rates and a greater number of college bound students.*
- *A communications company has agreed to allow employees at selected facilities to take one day per month to support some type of community service. An emphasis is mentoring which has proven successful in building students' awareness and interest in the communications field.*

Disadvantaged youth who are taking positive steps should not be unfairly labeled as welfare recipients, drug users, or parolees. They should be marketed as "new workers." Policy makers should think systemically to conduct urban planning together with all groups in the community. Communities need planning time, and consciousness raising.

An observation was made that until you involve the people who are hiring, the programs will not be successful. There is often no follow-up with participants who are placed in jobs. Rather, according to one employer, when it comes to placements, it is a numbers game. Employers who hire these youth want reality infused into these programs. The programs should prepare workers to be accountable, accept discipline, show up for work and develop a suitable work ethic. This has been a major challenge.

III. Program Design

As participants discussed the design of future initiatives, they conveyed a consistent message urging the Department to build on the existing capacity and infrastructure of effective youth efforts as opposed to creating new models. A number of participants suggested that the Department build on the School-to-Work model as the foundation or infrastructure of any new initiative. The School-to-Work model does not simply add another program. Instead, its implementation policies require states to demonstrate a high level of collaboration among education reform, workforce investment and economic development policies and practices.



Several participants expressed the need for technical assistance and time for planning prior to implementing a youth initiative. Based on the experience of previous out-of-school grants, one

participant suggested the Department consider the option of planning grants prior to awarding implementation grants. This would give communities time to plan, build linkages, and develop innovative programs. The experience under other out-of-school grants is that it takes at least six months to a year to do the planning.

Participants emphasized the need for community networks of employers, Community-Based Organizations (CBOs), and schools. They noted that the infrastructure that has developed in School-to-Work is having an impact. One participant said that there was no choice but to work together at the local level because no one agency or organization can do it all.

An educator underscored the importance of early intervention, describing the profound link between earnings and education. In addition to education, other factors such as years on the job or work experience determine success. He expressed the need for helping youth find the right "trajectory" and to find opportunities that offer career paths or ladders.

It was suggested that policy makers look at the Marriott Corporation's Welfare-to-Work training program that takes welfare recipients and trains them to fill service positions. The results of this program are indicating a 3-or-4 to 1 return on investment. Two recommendations were offered from the Marriott experience:

1. There is a need to credential these youth - *Employers place an emphasis on credentials (high school diploma, GED, formal training, etc.)*
2. Enlist the help of community colleges to address the lack of human resource expertise in small firms. *Community colleges can help build human resource capacity.*

Another participant said that the major factor of success in the Youth Opportunities Areas (YOA) program in Boston is flexibility. YOA is much more flexible than JTPA and allows for better service to meet the needs of the youth. YOA is measuring success by the number of high school diplomas and job placements. Key to its success is partnership. The program is working with the public schools, law enforcement groups, and non-profit organizations. The same participant said that we need to make real changes in the community - reduce long-term unemployment and dropout rates. There is no incentive for short-term intervention.

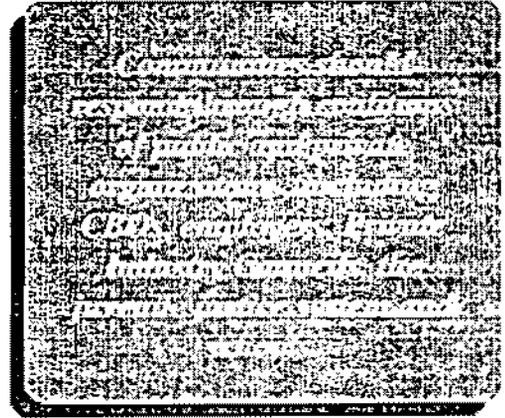
IV. Linkages and Connections

A consistent theme that emerged throughout the meetings was the need to build linkages and connections in communities to weave together a system that can address the personal, educational, and training needs of out-of-school youth.

Like the youth they are designed to assist, youth programs are often isolated in concentrated areas of high unemployment. Participants offered creative suggestions for generating community-wide responses and innovative solutions to creating a "holistic" approach to assist youth. One participant suggested that local elected officials could play a key role in bringing the city administration together through interdisciplinary teams that would integrate public resources. Other participants recommended that communities respond through coalitions of public and private organizations, including CBOs, employers, Private Industry Councils, the juvenile justice system, and schools.

One participant observed that no one in the community is or feels responsible for this group (out-of-school youth). She felt that we need to build connections and a system of prevention, not program models. There are a number of program models, but they are isolated examples. There are resources right now that are not being used effectively - juvenile justice, schools, Housing and Urban Development grants. She suggested that CBOs have not been used enough and we need to involve them. They know who the youth are and how to serve them. The push should be to involve schools, community colleges, CBOs, employers, housing, elected officials, and other sectors of the community. Programs must be linked to an educational component. Leadership is required at the local level to connect all the groups together.

According to one policy expert, officials worked for years under the assumption that linkages would happen if the right models were present. The standard should be to develop linkages between the key employers and other stakeholders in the community. In addition to linkages, programs should focus on outcomes, not the components of the process.



F. Innovations

Overall, the group was very optimistic about employment prospects for youth. Connecting with small employers was discussed at length. To assist small firms that often lack the human resource capability to conduct outreach and recruitment for new employees, several attendees suggested using community colleges. The group also discussed strategies for preparing youth to enter occupational fields such as Information Technology that are experiencing skilled labor shortages.

Center for Employment and Training (CET) - a contextual learning model that integrates skill training, remedial academic learning and human development counseling in a simulated work setting.

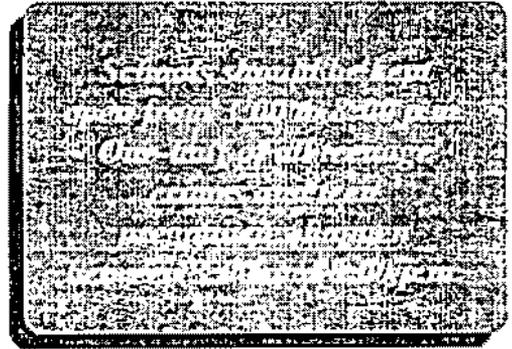
Project STRIVE - Support Training Results in Valuable Employment provides employment assistance to young adults who have experienced difficulty in securing and maintaining jobs.

One participant suggested that the current tight labor market makes employers more open to hiring less experienced workers - it's a tremendous opportunity to employ out-of-school. Skilled labor shortages abound but there is a critical need for early intervention to prepare youth for work - that includes universities. Another participant used the example of IBM recruiting foreign workers to fill programming needs in their Research Triangle (North Carolina) development center and proposed that the workforce development system begin targeting these jobs and training youth to fill these jobs.

An observation was made that there is a great body of evaluation work on youth programs, but relatively little from the perspective of the employer. It was suggested that data from the Marriott experience be used to sell employers on hiring disadvantaged youth. One participant commented that the Center for Employment and Training in California and Project Strive in New York are very employer focused and try very hard to maintain employer credibility.

One suggestion was that Community Colleges could perform job readiness, employer services/labor exchange better than the Employment Service. Another was that schools should be kept open from 3:00 to 8:00 p.m. to occupy the youth. One-half of all teenage crimes and teen pregnancies happen between 3:00 and 8:00 p.m. There are several foundations that have sponsored pilot programs around keeping schools open in New York City. These include transportation to deliver the youth to their homes. In Boston, several middle schools have a pilot program to keep schools open to 5:00 p.m. which costs relatively little. The students are then transported home on a late bus - this is the significant cost.

One of the participants commented that in seeking solutions, planners should try not to involve the same institutions that have failed youth in the past. There is a need to be innovative. The Department could reward service providers for doing well in training and finding jobs for youth. This reward could be preference in contract awards or incentives in their contracts.



Another participant stated that youth often get "turned off" around the fourth grade. Smaller schools seem more effective. He mentioned that the National Guard Youth Corps is a good program model. It is a powerful intervention. It uses military techniques and enrolls school dropouts. A lot can be done through this kind of model - residential and non-residential. The National Guard Youth Corps has been around since 1994. This participant suggested that DOL should match funds with Department of Defense funds. He also commented that there are many entrepreneurial opportunities out there that ought to be examined for out-of-school youth.

VI. Leveraging Funds

Recognizing that the needs of the out-of-school youth population exceed the funding available through DOL, the participants made numerous suggestions for leveraging funds to assist youth in a comprehensive manner. One participant suggested that foundation support could provide "gap"

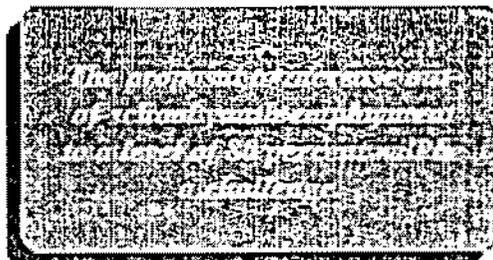


funding for support services outside of those traditionally covered in job training programs. Others urged the Department to enlist the support and resources of other government agencies such as the Justice Department or the Department of Defense to provide matching funds.

All of the attendees agreed that leveraging resources is a key factor in a program's success. It takes more than one entity to provide the comprehensive assistance that the youth need. It was suggested that localities use the limited funds they receive from the Labor Department to leverage the larger pool of education funds. An innovative funding strategy was proposed that would involve funding following a youth from pre-school to entry into the labor force.

VII. *Realistic Expectations*

Throughout the meetings there was much discussion over expectations of policy makers, employers, youth program operators, and the youths themselves. There was widespread agreement that youth programs need to maintain high expectations of youth to reflect the belief in their potential. However, there was concern that policy makers might set unrealistic expectations of program outcomes that local programs cannot attain. For example, it was noted that the goal of the proposed DOL youth initiative to increase the employment rate of out-of-school youth from a level of under 50 percent to a level of 80 percent is unrealistic.



One participant from the academic community stated that the out-of-school youth expectations for finding high-wage jobs are unrealistic. He said studies show that we need more than minimum wage only, a GED diploma may not increase earnings, and that job creation programs need to ensure that jobs are not dead end.

Another participant commented that there is a need to believe in the potential of youth in poverty. He felt that many people working in this business do not believe in this potential. He suggested that master strategic planning was needed and that it should begin in Washington D.C. This participant cited the Youth Fair Chance Program as a program that works. But he felt that better "know how" at the local levels in running programs in the community is needed. He suggested that emphasis be placed on staff development and capacity building to improve the management and operation of local service providers.

Raising expectations also helps youth achieve greater results. A practitioner offered the following success story as a demonstration of this point: A young man named Hector from Southern California was in jail for two years and a gang member before finding his "inner awakening" from a caring program case manager who helped him make the transition from the criminal justice system to the mainstream. Hector now works part-time while attending classes at the community college. His tattoos identifying his gang affiliation are gone, and he and his mother just bought a house.

SECRETARY'S CLOSING COMMENTS

At the conclusion of these policy meetings, Secretary Herman thanked her guests and summarized the major themes discussed. Although both meetings included a free-flowing discussion among participants representing diverse viewpoints, the major themes were consistent and represent collective agreement among the participants:

- *Apply interventions early*
- *Provide greater local flexibility*
- *Form more partnerships to leverage resources*
- *Allow innovations to overcome barriers*
- *Find ways to reward or encourage employers who participate in programs*
- *Develop a system of connections*
- *Build on existing linkages through School-to-Work and other model programs*
- *Create a system of structured expectations*
- *Be mindful of the political pressure to serve large numbers of youth*

The goal is to put a plan in place that will sustain the proposed out-of-school initiative through the full four years proposed by the President, and yield the greatest results from the requested funding.

SECRETARY'S POLICY MEETING
ON
OUT-OF-SCHOOL YOUTH

ATTENDEE LIST

MAY 19, 1998

<u>NAME</u>	<u>ORGANIZATION</u>
Secretary Alexis Herman	U.S. Department of Labor
Mr. John Crosby	Director, Clearfield Utah Job Corps Center
Mr. Arnold Packer	Institute for Policy Studies, John Hopkins University
Mr. Jed Hresko	Boston Youth Opportunity Areas Jobs and Community Service
Ms. Ellen Trevino	Director, Youth Fair Chance MET, Inc.
Mr. Harry Holzer	Department of Economics, Michigan State University
Dr. Talbert Shaw	President, Shaw University
Mr. Jeremy Travis	Director, National Institute of Justice
Ms. Veronica Gonzales	Executive Director, American Indian Higher Education Consortium
Ms. Carol Ball	Publisher and CEO, Ball Publishing Company
Mr. Morton Bahr	President, Communications Workers of America
Ms. Gerri Fiala	U.S. Department of Labor
Mr. Ray Uhalde	U.S. Department of Labor
Rick McGahey	U.S. Department of Labor
Ed Montgomery	U.S. Department of Labor

JUNE 2, 1998

<u>NAME</u>	<u>ORGANIZATION</u>
Secretary Alexis Herman	U.S. Department of Labor
Mr. Joseph Ippilito	Director, Youth Fair Chance
Mr. Hugo Cardona	SER-Jobs for Progress, Inc.
Ms. LeVera Leonard	Chair, National Job Corps Coalition
Mr. William Little	President, Quam-Nichols Co.
Dr. Leslie Steinau	Director, North Adult Education Center
Mr. Jeffrey Johnson	President/CEO, Management Plus Training and Consulting
Mr. Alan Zuckerman	Executive Director, National Youth Employment Coalition
Mr. Roberts T. Jones	President, National Alliance of Business
Dr. Eduardo J. Padron	District President, Miami-Dade Community College
Dr. Marie McDemmond	President, Norfolk State University
Dr. Andrew Sum	Northeastern University Center for Labor Market Studies
Ms. Marion Pines	Institute for Policy Studies John Hopkins University
Mr. Hugh Price	President, National Urban League
Mr. Raymond L. Bramucci	State of New Jersey
Ms. Jane McDonald Pines	Human Resource Development Institute
Ms. Kathryn Higgins	U.S. Department of Labor
Mr. Theodore W. Mastroianni	U.S. Department of Labor
Ms. Gerri Fiala	U.S. Department of Labor
Mr. Richard McGahey	U.S. Department of Labor
Ms. Lee Satterfield	U.S. Department of Labor
Dr. Ed Montgomery	U.S. Department of Labor

YOUTH OPPORTUNITY GRANTS IMPLEMENTATION PLAN

March 1999

U.S. Department of Labor

I. INTRODUCTION

The nation's overall unemployment rate is near its lowest level in almost 30 years, but there continues to be serious economic inequalities in this country. Over the past two decades, the economic position of young people who have not gone on to college has deteriorated markedly relative to those with more education. This is true of youth of all races and ethnic groups, and of both high school dropouts and graduates. The labor market situation is particularly severe for non-college youth living in the various pockets of poverty in this country. Such concentrated poverty is a problem for blacks in cities and in the rural South, Hispanics in cities and rural areas along the Texas border and in migrant worker camps in California, whites in Appalachia and in parts of the Northeast and rural Midwest and Great Plains States, and American Indians on reservations and in urban areas.

There are 4.7 million youth ages 16-24 living in inner-city and rural areas with poverty rates of 30 percent or higher, and these youth face considerable barriers to succeeding in life. The employment rate for out-of-school youth in high-poverty areas is only 46 percent. In our country's largest urban school districts, less than 50 percent of each year's entering 9th grade class graduates four years later. This represents large numbers of high school dropouts who are at risk of becoming permanently lost to the legitimate economy. The labor market is simply not working for these youth and there is little in

the way of current public or private sector programs to improve their employment prospects.

The costs to society of ignoring joblessness among out-of-school youth are enormous. Over a lifetime, the average high school dropout will earn \$175,000 less than a high school graduate--a total of almost \$90 billion in lost earnings for each year's class of high school dropouts. Two out of three male state prison inmates are high school dropouts.

There are community-wide costs of doing nothing to address the problems of out-of-school youth in poor areas as well. Researchers such as William Julius Wilson suggest that the pervasive joblessness in inner cities underlies many of the ills of our urban areas--crime, poverty, teen pregnancy, drug abuse, and welfare dependency.

The Youth Opportunity Grants authorized in the 1998 Workforce Investment Act (WIA) offer a chance to make a significant attack on concentrated poverty and unemployment in this country. As a complement to the Job Corps, School-to-Work, and formula-funded youth programs, Youth Opportunity Grants provide the Department of Labor with a chance to saturate targeted high-poverty urban and rural communities with sufficient resources to cause a dramatic drop in youth unemployment and idleness in these communities. In turn, decreasing joblessness and idleness in high-poverty neighborhoods has the potential to help communities and taxpayers in several other ways by reducing

crime, youth gangs, illegal drug use, and welfare dependency.

The Youth Opportunity Grants also offer a chance at both national and local levels to build improved systems for serving youth. Planning and implementing these grants will require local areas to think geographically in targeting resources; coordinate more closely with other agencies, the public school system, and the private sector; retain dedicated staff over several years; develop high-quality programs based on best practices; and provide follow-up services to youth for a longer period than ever required by employment and training grants. The Department of Labor hopes that the systems put in place in this initiative will result in long-term improvements in our capacity to serve youth.

This paper presents the Department's plan for implementing the Youth Opportunity Grant initiative. The paper incorporates lessons learned from prior out-of-school youth initiatives over the past ten years and fits these into the context of the new Workforce Investment Act. The Department welcomes ideas and comments on all aspects of this plan.

II. OBJECTIVES, FEATURES, AND SCOPE

This section identifies some of the underlying principles and broad parameters governing the new Youth Opportunity Grant initiative as well as specific information about program implementation. The PY 1999 authorization for this initiative is \$250 million, which includes \$10 million for Migrant and Seasonal Farmworker Youth.

Purpose and Objectives. The Workforce Investment Act specifies that Youth Opportunity Grants are to be used "to increase the long-term employment of youth who live in empowerment zones, enterprise communities, and high-poverty areas". The current employment rates (employment to population ratios) of out-of-school youth in the pilot project target areas are low, 24 percent in the Chicago and Bronx sites, 38 percent in Los Angeles, 49 percent in Houston, 52 percent in Boston, and 62 percent in rural Kentucky.

Increasing the long-term employment of youth in areas such as these will require a combination of efforts to help currently idle youth find jobs, return to school, enroll in vocational training or post-secondary education, or enter the military. Private sector jobs will be emphasized, with job developers and case managers helping youth find and keep employment. Grantees will also use funds for vocational training, remedial education, work experience, youth conservation and service corps, on-the-job training, college-bound efforts, and youth development activities.

In support of the Workforce Investment Act's emphasis on assessment of performance, a key part of Youth Opportunity Grants will be documenting both individual and community-wide outcomes. DOL will conduct baseline and follow-up surveys of employment, school enrollment, idleness, and teen parenthood rates in target areas so that sites can document their progress and DOL can report to Congress on the effectiveness of the initiative. DOL has conducted baseline surveys in the pilot sites, and these surveys have helped grantees better understand their target population and better plan their

programs. DOL also expects to make extensive technical assistance available to grantees to improve their performance.

DOL expects that grantees will ensure that all parts of their projects are inclusive of youth with disabilities, including physical and programmatic access and extensive and targeted outreach to ensure that youth with a full range and severity of disability are served under these initiatives.

DOL will also require that grantees ensure that young workers receive on-the-job occupational safety and health training and that employers guarantee that jobs provided are in compliance with all appropriate State and Federal labor standards, including child labor.

Program Features: Youth Opportunity Grants will embody positive features to reach and serve the target population. These features are intended to promote youth development, quality management, and capacity building:

- An emphasis on the principles of effective youth programs, including adult mentors, motivating youth through improved educational opportunities and long term commitments, the necessary support services, civic commitment, rewards and incentives for leadership among youth participants.
- A strong emphasis on mainstreaming youth into the private sector, both in terms of immediate job placement and work-based learning opportunities to increase long-term employment prospects.

- Youth taking responsibility for their development and behavior, and positive youth development and soft-skills training emphasizing the assets of youth rather than their deficits.
- Geographic targeting on high-poverty urban and rural areas to put funds exactly where the problems are the greatest.
- Concentrating funds in relatively small geographic areas to expand employment opportunities -- thus providing a reasonable chance of producing positive peer pressure and turning around the areas.
- Strong links to the school system, including complementary initiatives from schools to stem the epidemic rates of dropping out of school in high-poverty areas.
- Community ownership through a large role for community-based and faith-based organizations; community advisory boards; the involvement of parents, residents and local business owners in program activities; and the involvement of youth in program design. Where possible, efforts should be made to meet the needs of entire families.
- Ties to the community through outreach to the local constituency including both public and private sectors by providing information on a continuing basis about project events, accomplishments, and needs. The goal is for the community to adopt the program.

- Ties to the broader, formula-funded Workforce Investment Act youth program so that the Youth Opportunity projects can be sustained after grant funds cease, as well as the leveraging of other Federal, State, and local funding streams to achieve this goal.

Scope. The Department expects that the size of grants will vary by the population of the target community. By law, the size of urban EZ/ECs is limited depending on the population of the overall city. Current urban EZs have populations of almost 200,000 in New York City, Los Angeles and Chicago; 100,000 in Detroit and Houston; 70,000 in Baltimore; and roughly 50,000 in Atlanta, Boston, Cleveland, Kansas City, Oakland, and Philadelphia. Rural EZs are limited in population to 30,000. DOL expects but will not require that Governors generally honor EZ/EC population limits in designating non-EZ/EC areas as eligible applicants.

On a much smaller scale, the current Youth Opportunity pilot sites receive grants of roughly \$2 million a year for target neighborhoods with populations of about 15,000. Taking the current pilot program to scale would mean grants of \$6 million a year to typical urban EZ/ECs; \$4 million a year to rural EZ/ECs; and perhaps \$12 million a year to the five largest urban EZs in the country. Even with the larger grants, the three largest cities will have to narrow their target areas to about 100,000. The FY 1999 \$250 million appropriation would allow for roughly 30-40 first-year grants. Grant awards will be made for a period of 12 months, with up to 4 additional option years based on a continued \$250 million annual funding level for the initiative. The current

pilot grants only serve a small fraction of youth in each city. Moving to an EZ/EC scale has the potential of a much larger effect on a city's youth problems. For example, the difference is between running a program in one neighborhood in the Watts area of Los Angeles versus serving a good part of the South-Central area of the city.

Time Line. A draft time frame is provided below for the various tasks leading up to the award of Youth Opportunity Grants.

SGA published	Spring 1999
Pre-bidders' conferences	Late Spring
Grant proposals due	Early Fall
Panel review and site visits	Fall
Grant awards announced	Fall 1999

III. GRANT APPLICATION

Eligible Applicants. Eligible applicants for these grants are Local Workforce Investment Boards and Private Industry Councils (during the first year) serving a community that meets one of the following three criteria:

- (1) the community has been designated a federal empowerment zone or enterprise community (EZ/EC) by the Department of Housing and Urban and Development or the Department of Agriculture under section 1391 of the Internal Revenue Code of 1986;
- (2) if the State has no federally designated EZ/EC, the community has been designated by the Governor as a high poverty area; or
- (3) if the State has one or more EZs or ECs, the community is one of two additional areas in the state that the Governor has designated

as eligible to apply for funds under this grant program. Such communities must meet poverty criteria for EZ/ECs set forth in section 1392 (a)(4), (b), and (d) of the Internal Revenue Code of 1986. These criteria work out to roughly a 30 percent or higher poverty rate for communities to be eligible.

Eligible applicants also include Workforce Investment Act Section 166 Native American Grantees that serve communities that meet both of the following criteria:

- (1) it meets the poverty rate criteria set forth in Section 1392 (a)(4), (b), and (d) of the Internal Revenue Code of 1986; and
- (2) it is located on an Indian reservation or serves Oklahoma Indians or Alaska Native villages or Native groups (as such terms are defined in section 3 of the Alaska Native Claims Settlement Act).

The Migrant and Seasonal Farmworker Grants will be competed separately from this grant announcement.

Administration. Workforce Investment Boards, Private Industry Councils (during the first year), and Native American Section 166 Grantees will be the grant recipients. DOL recognizes that local elected officials will have a major role in the design and operation of these grants. DOL expects that sub-grantees will include CBOs, local school districts, community colleges, and other local employment and training organizations. Under WIA, a local Workforce Investment Board may not provide training services, except when granted a waiver by the Governor. However, the Board would be the entity responsible for the administration and oversight of a Youth Opportunity Grant, with

an important role in monitoring progress, ensuring accountability, and improving quality. DOL expects that the new Youth Councils will eventually help coordinate partnerships with other agencies for these projects.

Target areas. The target area for this grant is most appropriately the entire EZ/EC. The exceptions would be the largest cities in the U.S. with EZs of 200,000. DOL will recommend, but will not require, that Governors follow the population criteria in section 1392 of the Internal Revenue Code in designating areas other than EZ/ECs as eligible for these grants, and going too far from the section 1392 criteria could affect the rating of a proposal. These population criteria generally work out to be to be 50,000 or less for medium-sized cities and 30,000 or less for rural areas. With few exceptions, EZ/ECs consist of contiguous areas. For EZ/ECs that are not contiguous, local boards can still submit the entire EZ/EC as the target area. For areas that are not EZ/ECs, DOL will recommend but not require that the target area be contiguous, and lack of contiguity could affect the rating of proposals from non-EZ/EC proposals. Having contiguous areas will make it much easier for sites to operate their projects.

Target population. The Workforce Investment Act specifies that these grants can serve all youth who live in the target community who are not less than 14 and not more than age 21. DOL expects that most funds will go towards serving out-of-school youth, with many complementary activities funded from other sources aimed at in-school youth.

Application process. DOL expects to allow sites five months to prepare their proposals. During this application period, sites can start a planning process that involves several local agencies. Suggested agencies that should be represented in the planning include the mayor's office, the public school system, high schools and middle schools in the target area, the juvenile justice system, community colleges, local four-year colleges, One-Stop Centers, community-based organizations, and faith-based organizations. The private sector should also be involved in the planning process.

Selection Process. Proposals will be reviewed by an independent panel. Criteria for selection are expected to include:

1. Need in the target area, as measured by the poverty rate in the 1990 Census and other factors such as the high school dropout rate;
2. Plan for carrying out the project;
3. Public sector commitments to the project, including use of Workforce Investment Act formula funds;
4. Private sector and non-profit sector commitments to the project;
5. Plan for using other resources to reduce the dropout rate and increase the college enrollment rate of target area youth.

Site visits may be made to finalists. Final awards will be based on the best interests of the government, including consideration of geographic balance.

Technical Plan. DOL expects that sites will develop in their proposals a specific plan with a combination of activities, including case managers and job developers working to place youth in private sector jobs, vocational training, remedial education, work experience,

on-the-job training, and youth development. DOL expects that urban sites will have more of a private sector emphasis, and that rural sites and Indian Reservations with less private sector jobs available will have relatively more emphasis on increasing the educational attainment of youth, coordination with community colleges and tribal colleges, having youth work in conservation and service corps, and local economic development. DOL expects that sites will establish one or more youth employment centers in the target communities, and some proportion of grant funds may be allowed for renovation of buildings for such centers. The Workforce Investment Act authorizes youth development activities, and we hope to see community service elements in the project plans and efforts to reinforce to youth that they are responsible for their own actions and behavior. We also will be open to the use of incentives for youth enrollees.

IV. PUBLIC AND PRIVATE SECTOR COMPLEMENTARY COMMITMENTS

DOL expects that a variety of public, private, and non-profit sector agencies will be involved both in preparing proposals and in providing complementary resources once grants are awarded. DOL expects a high level of involvement of EZ/EC boards, local school districts, community colleges, four-year colleges, local foundations, One-Stop Centers, and the local juvenile justice system. DOL also expects that organizations such as Boys and Girls Clubs, YWCAs and YMCAs, Big Brothers/Big Sisters, and Police Athletic Leagues will be partners in the project. We also are looking towards community-based and faith-based organizations playing major

roles. We expect to have commitments for large numbers of youth to be served by mentors in these grants. We also would like to see a strong private sector involvement, including partnerships with community development corporations. We also hope to see the involvement of State agencies, including State educational agencies.

DOL also expects to see coordination of these grants with other Federal resources available at the local level. For example, we expect to see the complementary use of Workforce Investment Act formula job training funds, such as establishing a satellite One-Stop Center in the target community. We also expect to work towards close ties between local Youth Opportunity grants and nearby Job Corps centers. We also hope that grantees will use HUD's Community Development Block Grants to help renovate buildings for the new Youth Centers that will be needed for these grants. Other possible collaborations include Juvenile Justice gang prevention projects; the Department of Education's 21st Century Community Learning Centers, Kids in Family Camp, and Upward Bound programs; HUD's YouthBuild projects; Welfare-to-Work formula and competitive grants; the Department of Health and Human Services' child health and child development programs; and AmeriCorps and VISTA programs.

V. COMMENTS

DOL welcomes comments on all aspects of this proposed design. In particular, we invite comments from local Workforce Development Boards, Private Industry Councils, and elected officials about how to encourage coordination with other agencies.

We also invite comments from public school systems, community colleges, local foundations, and local CBOs as to how to best coordinate with them. We also welcome examples of exemplary private sector collaborations in youth programs.

DOL also welcomes ideas from organizations experienced in serving youth about how to ensure high-quality programs in these grants. For example, we welcome examples of successful efforts to have youth take more personal responsibility in their lives, effective work-based learning projects, or successful ways to teach youth to resolve conflicts short of violence or quitting their jobs.

Comments should be addressed to the U.S. Department of Labor, Employment and Training Administration, Office of Job Training Programs, 200 Constitution Avenue N.W., Room N-4469, Washington, D.C. 20210, Attention: Lorenzo Harrison. Or you can e-mail your comments to LHarrison@doleta.gov. Comments should be received by March 31, 1999.

April 29, 1999

Programs: Plan of Action
Lorenzo Harrison is Team Leader

Activities	Sub-steps	Point of Contact	Team Support	Timeframe	Status
Establish ETA Youth Office as focal point	<ul style="list-style-type: none"> • Detail 3 new staff, including 2 for Skunkworks • Complete new mission and function statements • Hire 2 new contract staff • Recruit 1 new IPA • On board with new IPA • Negotiate new IPA • Develop Strategic Planning for Connecting all the Department's Youth activities • Implement Plan 	Irene Lynn	Karen Clark, Haskel Lowery, Felipe Floresca (skunk works)	April April May May June June May June	Detail completed for youth office. Task Order contracts in contracts office for processing.
Monitor and evaluate existing Kulick sites	<ul style="list-style-type: none"> • Project officer responsibility being transferred from OPR to Youth Offices • Project officers begin to work with new sites. • Continue to work with existing sites. • Training meeting with the SDA Directors and Site Coordinators of new grantees • Continue evaluation of sites/initiate evaluation in new sites 	Karen Clark	David Lah, Greg Knorr	April May May June Ongoing	Reassignments made. Letter to new sites being finalized.

L 0175

<p>Ensure smooth consolidation of Year-round and Summer programs</p>	<ul style="list-style-type: none"> • Interim Final Regs published • Develop reporting and performance accountability requirements. Panels include Regions, State and Local operators • Review early implementer State plans • Final draft of performance accountability requirements • Clear "Vision" paper • Draft supplemental system guidance / q&as • Continue review • Issue performance accountability measures • Issue "Vision" paper • Issue guidance / q&as • Issue approval/disapproval of State plans 	<p>Haskel Lowery</p>	<p>Karen Clark</p>	<p>April April April May May May May June June June June</p>	<p>Regulations published. State plan review in process.</p>
<p>Ensure establishment of local Youth Councils</p>	<ul style="list-style-type: none"> • WIA Interim Final Regs published • Hearland Conference will focus on Youth Councils • Presentations at meetings and conferences • Analyze State plans to assess States approaches and needs • Presentations at meetings and conferences • Develop recommendations for TA 	<p>Gregg Weltz and Karen Clark</p>	<p>Irene Lynn, Mary Silva</p>	<p>April April May May June June</p>	
<p>Open 4 new Job Corps center</p>	<ul style="list-style-type: none"> • Shriver JCC Grand Opening - April 19, 1999, began serving students - Nov. 1998 • Chicago Center dedication • San Francisco and Homestead scheduled to begin serving students - Sept. 1999 	<p>Mary Silva</p>		<p>April June Fall</p>	<p>Done</p>

L 0176

Expand Migrant and Indian youth programs and apprenticeships	<ul style="list-style-type: none"> • Develop Migrant Youth Opportunity SGA and Child Labor SGA • Develop Indian portion of Youth Opportunity SGA • Migrant Youth Opportunity SGA published • Youth Opportunity SGA with Indian component published • Child Labor SGA published 	Alicia Fernandez - Mott	Betty Lucerno-Turner	April April May May June	
Fund Urban and Rural STW Opportunity grants	<ul style="list-style-type: none"> • Applications mailed to eligible sites • Application period • Applications due 	Chris Camillo		April May June	SGA released: April 19 SGA Due: June 30
Develop "What Works" document	<ul style="list-style-type: none"> • Memo sent to regions to identify projects • Replies received from regional offices • Successful projects vetted • Contractor writes the document • Document released to coincide with a Secretarial event 	Haskel Lowery	Gwen Zuares, Kathy Noll, L. Youngblood	April May May May June / July	Done Done
Institute Ray Marshall Achievement Award	<ul style="list-style-type: none"> • Press release press release to announce award and request panel reviewers • Announce applications • Selection of Panelist • Nomination period • Notify Award Recipients • Present Award during proposed youth week 	Haskel Lowery	Gwen Zuares, Gloria Salas-Kos, Kathy Noll	May Fall activity, culminating in presentation expected Sept 2000.	
Develop system for evaluating programs	<ul style="list-style-type: none"> • Options for refining design being prepared • Meetings with CHECO to finalize design • RFP prepared 	Dan Ryan and David Lah	Lisa Stuart	April May June	

Youth Opportunity grant competition	<ul style="list-style-type: none"> • SGA published • Public event to advertise SGA • Bidders' conferences held • Respond to questions from States and local areas on SGA 	Karen Clark and Jan Perry	Irene Lynn, Greg Weltz, David Lah, Gwen Zuares	May May June June	
Youth Offenders Award announcement	<ul style="list-style-type: none"> • Planning of public event to announce grant awards • Grant awards announced • Make assignments of grants to team • Begin working with State and Local grantees • Work with DOJ to host Training/conference for grantees 	Gerri Fiala is team leader Beverly Bachemin / Pete Hamm / Greg Weltz		April May May June June	In progress
Right Track Legislative Initiative	<ul style="list-style-type: none"> • Track appropriations progress • Respond to questions 	Irene Lynn	Terry Finegan	April - May April - May	
Rewarding Youth Achievements	<ul style="list-style-type: none"> • Track appropriations progress • Respond to questions 	Irene Lynn	Terry Finegan	April - May April - May	

Partnerships with Other Federal Agencies: Plan of Action

Activities	Sub-steps	Point of Contact	Team Support	Timeframe	Status
Establish MOU or tangible agreement with DOD	<ul style="list-style-type: none"> • Meet with Navy Recruiting Officer • Meet with Army Recruiting Officer • Meet jointly with DOD through DepSec Hammery • Negotiations • Final agreement 	Al Borrego / Mary Silva	Bob Sabochik, Michelle Peluso, Bill Kamela, Lorenzo Harrison	April April May June June / July	Done Done
Establish MOU or tangible agreement with CNS	<ul style="list-style-type: none"> • Letter to Harris Wofford • Follow-up meeting • Negotiations • Final agreement 	Mary Silva / Howard Waddell	Lorenzo Harrison, Gregg Weltz, Gerry Gibbs, Bob Sabochik, Michelle Peluso,	April May June July	Done
Establish MOU or tangible agreement with DOJ	<ul style="list-style-type: none"> • Initial contact • Negotiations • Final agreement 	Michelle Peluso / Bill Kamela	Steve Heyman, David Lah., Lorenzo Harrison, Gerri Fiala, John Colbert, Lisa Ross	April May May	Done
Establish MOU or tangible agreement with HUD	<ul style="list-style-type: none"> • DOL pre-meeting • Initial contact • Negotiations • Final agreement 	Felipe Floresca / Lisa Stuart	Harry Holzer, Bill Kamela, Lorenzo Harrison, Ed Montgomery	April May June July / August	

Partnerships: Building the Cocoon: Plan of Action

Lisa Ross is the Team Leader

Activities	Sub-steps	Point of Contact	Team Support	Timeframe	Status
Phase 1: Establish cocoon of partnerships in Kulick and YO sites	<ul style="list-style-type: none"> • Identify needs of a specific community • Assess the status of partnerships • Create the partnership cocoon 	Felipe Floresca	DeEtta Roberson, ETA person TBD, Quoinett Warwick		
Phase 2: Develop "How To" guide for remaining DOL communities	<ul style="list-style-type: none"> • x 	Felipe Floresca	DeEtta Roberson, ETA person TBD, Quoinett Warwick		
Establish Mentor 2000 campaign	<ul style="list-style-type: none"> • x 	Josie Gomez	DeEtta Roberson, Gwen Zuares, Neal Taulbee (or WB intern)		

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Public Awareness: Plan of Action
Howard Waddell is the Team Leader

Activities	Sub-steps	Point of Contact	Team Support	Timeframe	Status
Develop identity		Holly Crider	Gerry Gibbs	April	Done
Celebrity targeting	<ul style="list-style-type: none"> • Develop White Paper • Develop strategy list on possible celebrities • Develop approach for each celebrity • Enroll at least 10 celebrities • Create celebrities package • Distribute celebrities package 	Holly Crider	Gerry Gibbs	April May May May 31 April / May June	Done
PSAs	<ul style="list-style-type: none"> • Design PSAs • Distribute PSAs • Run PSAs 	Holly Crider	Gerry Gibbs	May June June - December	
Web Page	<ul style="list-style-type: none"> • Design web page • On line with web page 	Holly Crider	Chris Camillo, Gerry Gibbs	May June	
Marketing partnerships	<ul style="list-style-type: none"> • Design strategy • Develop at least 2 	Holly Crider	Gerry Gibbs	May June	
Direct mail	<ul style="list-style-type: none"> • Develop • Send 	Holly Crider	Gerry Gibbs	May June	

Secretarial fact-finding missions	<ul style="list-style-type: none"> • Develop strategy • Job Corps visit in Massachusetts • Houston Kulick site visit • Additional site visit 	Holly Crider	Gerry Gibbs	May April May May	Done
Kickoff announcement	<ul style="list-style-type: none"> • Develop strategy • Plan event • Announce 	Holly Crider	Gerry Gibbs	May May June	

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Public Awareness: O.C.I.A. Outreach: Plan of Action
X is the Team Leader

Activities	Sub-steps	Point of Contact	Team Support	Timeframe	Status
Public events to maximize Youth message with key Appropriators	<ul style="list-style-type: none"> • Kulick announcements • Youth Offender announcements • YO SGA announcement 	Geri Palast	John Colbert, Dana Doran	March May May	Done
Proactively engage key Appropriation and Authorizing Committee, CBC, and CHC allies to press for the President's budget requests for Youth		Geri Palast	John Colbert, Dana Doran		
Brief Hill staff on Kulick sites located in their states to increase support for YO budget		John Colbert			
Meet with Washington reps of state governments interested in Youth		Steve Heyman	Ann Ochsendorf		

Follow up with interested Electeds		Steve Heyman	Ann Ochsendorf		
Involve the Sec Reps in identifying and educating key officials		Steve Heyman	Ann Ochsendorf		
Coordinate Secretarial and DOL roles in grant announcements, Hill events, and IGA briefings		Steve Heyman	Ann Ochsendorf		
Broaden DOL's coordination with non-traditional IGA organizations, eg., law enforcement community		Steve Heyman	Ann Ochsendorf		

L 0184

U.S. DOL **The Honorable Alexis M. Herman**

Statement of U.S. Labor Secretary Alexis M. Herman**International Labor Conference****Geneva, Switzerland****June 9, 1998**

Mr. President, I offer you congratulations on your service not only to this most historic conference, but also for your decades of commitment to the employer delegations to the International Labor Organization--and, indeed, to its entire tripartite membership.

Just like we meet in Geneva, over half a century ago leaders not unlike ourselves met to adopt the Declaration of Philadelphia in response to the cataclysmic circumstances of World War II. That Declaration set out a clear international position on labor standards and their relationship with social justice.

And we were honored today to hear from President Caldera of Venezuela who recalled to us the critical historical significance of this document and the continuing lessons that it holds for us. It has been the guiding touchstone of our work in the second half of the 20th century. With only the addition of a declaration in denunciation of apartheid--the Declaration of Philadelphia has stood alone since.

Fifty years later, we stand at the brink of a new century and a rare opportunity in the history of this organization. But times of opportunity are also times of challenge and responsibility--and we must not lightly consider the responsibility that such a moment imposes upon us. I refer, of course, to whether we will adopt a new declaration on fundamental rights and its follow-up mechanism.

I believe how we decide to resolve this matter will determine the relevancy and role of this organization for, at least, the next half century.

In 1998, we are being asked to decide whether the ILO will provide a new and necessary reference point for a world looking for our response to the process of economic globalization--a development that contains the greatest potential promise, but which by itself cannot guarantee that its benefits will be shared with the greatest possible number.

It is our solemn mandate to make more clear how to best secure the benefits of globalization for the world's workers in whose name we pursue economic growth through greater international trade and investment.

That, after all, is the very purpose of a declaration -- to make clear what we know to be true -- and to thereby deepen our will to act in that knowledge. And we need a credible and meaningful follow-up mechanism to assure that our declaration will be a living document for the 21st century.

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We know that the fundamental rights of workers -- the freedom of association, the right of collective bargaining, non-discrimination in employment, the prohibitions on forced labor and exploitative child labor -- ought be implemented by all nations, and certainly by all who would claim to be members in good standing of this organization. These rights are justified on at least three grounds.

First, they are good economics. We know that global economic growth is more likely to be broadly shared if we respect these basic rights.

Second, they are based on sound political principles. These rights are the political path to reassure and indeed to make real, the opportunity for the greatest number of workers to have a positive stake in the economic globalization process.

Third, they are rooted in core values. It is a moral imperative to do what we can to best assure that all of the world's workers labor in the basic dignity that is bound wholly together with the respect of these rights.

Only two weeks ago President Clinton spoke to the World Trade Organization. In that speech, he urged a new mandate for trade negotiations and he urged that the ILO act to adopt the declaration and follow-up mechanism. He did this in the understanding and conviction that greater trade and securing the rights of workers are mutually-reinforcing--not mutually exclusive.

I hope we might conclude our negotiations with the broadest possible consensus on this point.

Let me also note, Mr. President, the great value the United States places on the work of the International Program on the Elimination of Child Labor -- IPEC -- and our intention to increase by ten-fold our contribution to this program. The exploitation of children at work is a direct challenge to the credibility of the ILO--and we must renew our fight to eliminate it.

President Clinton has made this a priority. In his State of the Union address earlier this year, the President singled out the United States commitment to fighting abusive child labor. And I come to Geneva with clear instructions directly from the President: to underline the United States strong support for the negotiation of a new convention on the worst forms of child labor.

I am going to participate in the drafting committee while I am here--and President Clinton will continue to press this issue on the world stage throughout the next year. We will work with world leaders and do all we can to see that this convention is targeted, well focused and can be both widely ratified and effective in its purpose.

There is only one word for forced and indentured labor...work by children in hazardous conditions...or work by very young children--and that is intolerable. As we enter the dawn of the 21st century, we must leave the darkness of abusive child labor behind.

And the United States intends to lead by example.

This morning, I am announcing that we will work closely with U.S. Senator Tom Harkin and others to modernize the United States domestic child labor laws. We have made tremendous progress, but in parts of my country, and parts of our economy, exploitation persists. So we are stepping up our efforts to root out it out. One child working under oppressive conditions is one too many.

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As I conclude, let me acknowledge the fine and inspired leadership that our Director-General has given us for the last decade. I believe he will be leaving this organization stronger in its mission and clearer in its international role than he found it. And that is the greatest mark of a leader.

Over 50 years ago in Philadelphia, another great leader--my predecessor as U.S. Secretary of Labor Frances Perkins--addressed the ILO as war was raging across the globe.

She said at the time the ILO "is an assembly of those who are charged in the midst of war to lay one of the foundation stones of the great peace--the stone of social justice--on which human hope and human life can be rebuilt."

That remains the noble mission of this institution. And I look forward to working with you as we continue to build--better lives for workers...higher living standards for families...and a brighter future for all.

Thank you.

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U.S. DOL 

U.S. DEPARTMENT OF LABOR

Office of Public Affairs

OPA Press Release: Statement of U.S. Labor Secretary Alexis M. Herman International Labor Conference, Child Labor Committee, Geneva, Switzerland [06/11/1998]

For more information call: 202/219-8211

Mr. Chairman, I offer you my best wishes as you lead the historic task before us--to draft a new convention to prohibit the worst forms of child labor. You have the able and effective support of the workers group led by Mr. Trotman and the employers group led by Mr. Botha.

But most of all you have the combined inspiration and determination that I know each and every person in this committee brings to the challenge of protecting the world's children. And I am confident that, together, we will succeed.

I am grateful to the participants here for allowing me a few minutes to speak in this hall today. I know that this committee is now fully engaged in its discussions and I do not wish to divert you from this important work, but I very much wanted to personally address the group and reinforce the message I made at the Plenary Session--the United States places great importance in this effort to eliminate the worst forms of child labor.

As I look to that challenge, I can't help but see in my mind's eye all those who took part in the Global March Against Child Labor. I had the honor of welcoming the Marchers to Washington, D.C. only two weeks ago. They help remind us what our work is about. It is that human face we must remember.

Mr. Chairman, our work here is about those children. It's about the future. But our challenge is deeply rooted in the past--in the founding principle and focus of the ILO. Indeed, the struggle to stop the exploitation of children was central to the very creation of this institution. Some of the earliest ILO conventions came in response to the child labor abuses then confronting the conscience of those who sat where we sit today.

And while much has been accomplished by the ILO to stop the workplace from being a threat to children--clearly, very clearly much more needs to be done. And we, together, are about the business of doing it.

Moreover it is well worth noting that action on child labor is often a window onto other areas and priorities for this organization. Yesterday, I attended the forum on the ILO's program on "More and Better Jobs for Women". It was made quite clear in that discussion that the economic and employment prospects for women have a very important relationship to conditions that lead to child labor.

In fact, I am reminded of my prior service, some two decades ago, as the Director of the Women's Bureau of the Department of Labor. A Bureau that was originally founded as the Children's Bureau in the beginning of this century--when the shame of child labor compelled a response--and also led to international action by the ILO.

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Because of the interrelationship between the conditions for our children and those for our women--this Bureau became devoted over time to the circumstances of women at work--and a change in its name followed.

Today, we are rededicating ourselves to our children. And we have a rare opportunity to take the struggle for the world's children to a new and higher level of commitment and action. We join together here in the absolute certainty that this is a challenge we can and must meet.

Indeed, it seems to us that if there is anything that we all agree upon it is something as basic and fundamental as the abolition of the worst forms of child labor. When we talk of child labor in this sense, we surely do not mean that no child should ever do work of any kind.

We mean no child should be placed into forced or bonded labor...no child should be brutalized by exploitation in the commercial sex trade...no child should be placed in hazardous work.

We recognize that economic opportunity for parents offers the best hope for children. But we reject the claims of those who declare that in its absence, children face only two roads--equally bleak. A road to poverty--or a road to exploitation. That is a false choice.

Child labor will not cure poverty--it is far more likely to perpetuate it. Nations cannot rise on the backs of its children. There is another way, a better way. It is the path we must find--the path that leads children to classrooms not workrooms so that they have the education and skills to perhaps enjoy a better life than their parents and grandparents.

I am pleased to be able to say that President Clinton is helping to blaze that trail. In his State of the Union address earlier this year, the President spoke for my entire country when he committed us to the struggle against abusive child labor. And I came to Geneva with clear instructions directly from the President: to underline our strong support for the negotiation of a new convention to end the worst forms of child labor.

We are engaged with you in this struggle in three ways.

First, we know that if we want to be full and effective partners in the global campaign to end intolerable child labor--we must start at home. One child working in abusive conditions is one too many. And the President has both increased resources to enforce our own laws, and added funding to help those children most at risk--particularly in agriculture--stay in school.

In addition, our Administration will work closely with Senator Tom Harkin and others in our Congress to modernize our own domestic child labor laws. We have made great progress, but in parts of my country and parts of our economy, abusive conditions persist. So we are stepping up our efforts to root out it out.

Second, we want to invest in promoting positive changes in the many countries around the world turning commitment into action. Once again, the ILO--through its International Program on the Elimination of Child Labor (IPEC)--has provided hope and inspiration.

That is why President Clinton has asked the Congress to increase our IPEC contribution by ten-fold. IPEC has shown that innovative approaches to ending child labor can be found--and they can work.

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Whether it is moving children from factories to schools, working to stop young girls from entering prostitution, or just getting the data that we need to better measure the problem--IPEC has helped lead the way.

Third, we understand that eliminating the worst forms of child labor will take the best efforts of us all. And that's why we support a new convention that is clear in its purpose, concise in its text and targeted to ending the worst forms of abuse. Through this convention we can help make sure that our children are nurtured not neglected--educated not exploited.

As I conclude, let me commend you once again for your work in this Committee, and wish you every success in negotiating a convention that can be both widely ratified and effective in meeting our goals. After all, there is no more defining issue for the ILO than child labor--and there is no more demanding challenge to act on behalf of the international community.

Let us remember that this issue was one of the founding objectives for the ILO and as we seek to adopt a declaration recommitting ourselves to those objectives, we should work for an outcome that reaffirms a primacy and progressive role for this institution into the next century and a declaration that unites all of us.

Some may say that much of what occurs at conferences like these won't long be remembered. But what happens in this room will. Because when our task is done--and done right--we can return to our homes, our families, our countries--and tell our children what we did here was larger than ourselves and lasting in its value.

It will live on. It will endure. Not just in words or even a convention--but, most of all, in the faces, the hopes and the dreams of children. And there is no better legacy than that.

On behalf of President Clinton, I thank you for your work and your service and I offer you our full commitment to the effort.

Thank you, Mr. Chairman.

---DISCLAIMER---



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INTERNATIONAL LABOUR ORGANIZATION
ILOLEX: the ILO's database on International Labour Standards

ILO Declaration on fundamental principles and rights at work

Description: (Declaration on fundamental principles)

Document: (C17/1998/PR20A)

Display the document in: French Spanish

ILO Declaration on fundamental principles and rights at work

Whereas the ILO was founded in the conviction that social justice is essential to universal and lasting peace;

Whereas economic growth is essential but not sufficient to ensure equity, social progress and the eradication of poverty, confirming the need for the ILO to promote strong social policies, justice and democratic institutions;

Whereas the ILO should, now more than ever, draw upon all its standard-setting, technical cooperation and research resources in all its areas of competence, in particular employment, vocational training and working conditions, to ensure that, in the context of a global strategy for economic and social development, economic and social policies are mutually reinforcing components in order to create broad-based sustainable development

Whereas the ILO should give special attention to the problems of persons with special social needs, particularly the unemployed and migrant workers, and mobilize and encourage international, regional and national efforts aimed at resolving their problems, and promote effective policies aimed at job creation;

Whereas, in seeking to maintain the link between social progress and economic growth, the guarantee of fundamental principles and rights at work is of particular significance in that it enables the persons concerned to claim freely and on the basis of equality of opportunity their fair share of the wealth which they have helped to generate, and to achieve fully their human potential;

Whereas the ILO is the constitutionally mandated international organization and the competent body to set and deal with international labour standards, and enjoys universal support and acknowledgement in promoting fundamental rights at work as the expression of its constitutional principles;

Whereas it is urgent, in a situation of growing economic interdependence, to reaffirm the immutable nature of the fundamental principles and rights embodied in the Constitution of the Organization and to promote their universal application;

The International Labour Conference,

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1. Recalls:

(a) that in freely joining the ILO, all Members have endorsed the principles and rights set out in its Constitution and in the Declaration of Philadelphia, and have undertaken to work towards attaining the overall objectives of the Organization to the best of their resources and fully in line with their specific circumstances;

(b) that these principles and rights have been expressed and developed in the form of specific rights and obligations in Conventions recognized as fundamental both inside and outside the Organization.

2. Declares that all Members, even if they have not ratified the Conventions in question, have an obligation arising from the very fact of membership in the Organization, to respect, to promote and to realize, in good faith and in accordance with the Constitution, the principles concerning the fundamental rights which are the subject of those Conventions, namely:

(a) freedom of association and the effective recognition of the right to collective bargaining;

(b) the elimination of all forms of forced or compulsory labour;

(c) the effective abolition of child labour; and

(d) the elimination of discrimination in respect of employment and occupation.

3. Recognizes the obligation on the Organization to assist its Members, in response to their established and expressed needs, in order to attain these objectives by making full use of its constitutional, operational and budgetary resources, including by the mobilization of external resources and support, as well as by encouraging other international organizations with which the ILO has established relations, pursuant to article 12 of its Constitution, to support these efforts:

(a) by offering technical cooperation and advisory services to promote the ratification and implementation of the fundamental Conventions;

(b) by assisting those Members not yet in a position to ratify some or all of these Conventions in their efforts to respect, to promote and to realize the principles concerning fundamental rights which are the subject of those Conventions; and

(c) by helping the Members in their efforts to create a climate for economic and social development.

4. Decides that, to give full effect to this Declaration, a promotional follow-up, which is meaningful and effective, shall be implemented in accordance with the measures specified in the annex hereto, which shall be considered as an integral part of this Declaration.

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5. Stresses that labour standards should not be used for protectionist trade purposes, and that nothing in this Declaration and its follow-up shall be invoked or otherwise used for such purposes; in addition, the comparative advantage of any country should in no way be called into question by this Declaration and its follow-up.

ANNEX

Annex

Follow-up to the Declaration

I. Overall purpose

1. The aim of the follow-up described below is to encourage the efforts made by the Members of the Organization to promote the fundamental principles and rights enshrined in the Constitution of the ILO and the Declaration of Philadelphia and reaffirmed in this Declaration.

2. In line with this objective, which is of a strictly promotional nature, this follow-up will allow the identification of areas in which the assistance of the Organization through its technical cooperation activities may prove useful to its Members to help them implement these fundamental principles and rights. It is not a substitute for the established supervisory mechanisms, nor shall it impede their functioning; consequently, specific situations within the purview of those mechanisms shall not be examined or re-examined within the framework of this follow-up.

3. The two aspects of this follow-up, described below, are based on existing procedures: the annual follow-up concerning non-ratified fundamental Conventions will entail merely some adaptation of the present modalities of application of article 19, paragraph 5(e) of the Constitution; and the global report will serve to obtain the best results from the procedures carried out pursuant to the Constitution.

II. Annual follow-up concerning non-ratified fundamental Conventions

A. Purpose and scope

1. The purpose is to provide an opportunity to review each year, by means of simplified procedures to replace the four-year review introduced by the Governing Body in 1995, the efforts made in accordance with the Declaration by Members which have not yet ratified all the fundamental Conventions.

2. The follow-up will cover each year the four areas of fundamental principles and rights specified in the Declaration.

B. Modalities

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1. The follow-up will be based on reports requested from Members under article 19, paragraph 5(e) of the Constitution. The report forms will be drawn up so as to obtain information from governments which have not ratified one or more of the fundamental Conventions, on any changes which may have taken place in their law and practice, taking due account of article 23 of the Constitution and established practice.
2. These reports, as compiled by the Office, will be reviewed by the Governing Body.
3. With a view to presenting an introduction to the reports thus compiled, drawing attention to any aspects which might call for a more in-depth discussion, the Office may call upon a group of experts appointed for this purpose by the Governing Body.
4. Adjustments to the Governing Body's existing procedures should be examined to allow Members which are not represented on the Governing Body to provide, in the most appropriate way, clarifications which might prove necessary or useful during Governing Body discussions to supplement the information contained in their reports.

III. Global report

A. Purpose and scope

1. The purpose of this report is to provide a dynamic global picture relating to each category of fundamental principles and rights noted during the preceding four-year period, and to serve as a basis for assessing the effectiveness of the assistance provided by the Organization, and for determining priorities for the following period, in the form of action plans for technical cooperation designed in particular to mobilize the internal and external resources necessary to carry them out.
2. The report will cover, each year, one of the four categories of fundamental principles and rights in turn.

B. Modalities

1. The report will be drawn up under the responsibility of the Director-General on the basis of official information, or information gathered and assessed in accordance with established procedures. In the case of States which have not ratified the fundamental Conventions, it will be based in particular on the findings of the aforementioned annual follow-up. In the case of Members which have ratified the Conventions concerned, the report will be based in particular on reports as dealt with pursuant to article 22 of the Constitution.
2. This report will be submitted to the Conference for tripartite discussion as a report of the Director-General. The Conference may deal with this report separately from reports under article 12 of its Standing Orders, and may

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discuss it during a sitting devoted entirely to this report, or in any other appropriate way. It will then be for the Governing Body, at an early session, to draw conclusions from this discussion concerning the priorities and plans of action for technical cooperation to be implemented for the following four-year period.

IV. It is understood that:

1. Proposals shall be made for amendments to the Standing Orders of the Governing Body and the Conference which are required to implement the preceding provisions.
2. The Conference shall, in due course, review the operation of this follow-up in the light of the experience acquired to assess whether it has adequately fulfilled the overall purpose articulated in Part I.

Cross references

Constitution: Article 12 article 12 of the Constitution

Constitution: Article 19 article 19 of the Constitution

Constitution: Article 22 article 22 of the Constitution

Constitution: Article 23 article 23 of the Constitution

Constitution: Article 26 article 26 of the Constitution

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INTERNATIONAL LABOUR ORGANIZATION
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C182 Worst Forms of Child Labour Convention, 1999

Convention concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour (Note: This Convention has not yet come into force: 19.11.2000)
Convention: C182
Place: Geneva
Session of the Conference: 87
Date of adoption: 17.06.1999
See the ratifications for this Convention

The General Conference of the International Labour Organization,

Having been convened at Geneva by the Governing Body of the International Labour Office, and having met in its 87th Session on 1 June 1999, and

Considering the need to adopt new instruments for the prohibition and elimination of the worst forms of child labour, as the main priority for national and international action, including international cooperation and assistance, to complement the Convention and the Recommendation concerning Minimum Age for Admission to Employment, 1973, which remain fundamental instruments on child labour, and

Considering that the effective elimination of the worst forms of child labour requires immediate and comprehensive action, taking into account the importance of free basic education and the need to remove the children concerned from all such work and to provide for their rehabilitation and social integration while addressing the needs of their families, and

Recalling the resolution concerning the elimination of child labour adopted by the International Labour Conference at its 83rd Session in 1996, and

Recognizing that child labour is to a great extent caused by poverty and that the long-term solution lies in sustained economic growth leading to social progress, in particular poverty alleviation and universal education, and

Recalling the Convention on the Rights of the Child adopted by the United Nations General Assembly on 20 November 1989, and

Recalling the ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up, adopted by the International Labour Conference at its 86th Session in 1998, and

Recalling that some of the worst forms of child labour are covered by other international instruments, in particular the Forced Labour Convention, 1930, and the United Nations Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery, 1956, and

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Having decided upon the adoption of certain proposals with regard to child labour, which is the fourth item on the agenda of the session, and

Having determined that these proposals shall take the form of an international Convention;

adopts this seventeenth day of June of the year one thousand nine hundred and ninety-nine the following Convention, which may be cited as the Worst Forms of Child Labour Convention, 1999.

Article 1

Each Member which ratifies this Convention shall take immediate and effective measures to secure the prohibition and elimination of the worst forms of child labour as a matter of urgency.

Article 2

For the purposes of this Convention, the term *child* shall apply to all persons under the age of 18.

Article 3

For the purposes of this Convention, the term *the worst forms of child labour* comprises:

(a) all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict;

(b) the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances;

(c) the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties;

(d) work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.

Article 4

1. The types of work referred to under Article 3(d) shall be determined by national laws or regulations or by the competent authority, after consultation with the organizations of employers and workers concerned, taking into consideration relevant international standards, in particular Paragraphs 3 and 4 of the Worst Forms of Child Labour Recommendation, 1999.

2. The competent authority, after consultation with the organizations of employers and workers concerned, shall identify where the types of work so determined exist.

3. The list of the types of work determined under paragraph 1 of this Article shall be periodically examined and revised as necessary, in consultation with the organizations of employers and workers concerned.

Article 5

Each Member shall, after consultation with employers' and workers' organizations, establish or designate appropriate mechanisms to monitor the implementation of the provisions giving effect to this Convention.

Article 6

1. Each Member shall design and implement programmes of action to eliminate as a priority the worst forms of child labour.

2. Such programmes of action shall be designed and implemented in consultation with relevant government institutions and employers' and workers' organizations, taking into consideration the views of other concerned groups as appropriate.

Article 7

1. Each Member shall take all necessary measures to ensure the effective implementation and enforcement of the provisions giving effect to this Convention including the provision and application of penal sanctions or, as appropriate, other sanctions.

2. Each Member shall, taking into account the importance of education in eliminating child labour, take effective and time-bound measures to:

- (a) prevent the engagement of children in the worst forms of child labour;
- (b) provide the necessary and appropriate direct assistance for the removal of children from the worst forms of child labour and for their rehabilitation and social integration;
- (c) ensure access to free basic education, and, wherever possible and appropriate, vocational training, for all children removed from the worst forms of child labour;
- (d) identify and reach out to children at special risk; and
- (e) take account of the special situation of girls.

3. Each Member shall designate the competent authority responsible for the implementation of the provisions giving effect to this Convention.

Article 8

Members shall take appropriate steps to assist one another in giving effect to the provisions of this Convention through enhanced international cooperation and/or assistance including support for social and economic development, poverty eradication programmes and universal education.

Article 9

The formal ratifications of this Convention shall be communicated to the Director-General of the International Labour Office for registration.

Article 10

1. This Convention shall be binding only upon those Members of the International Labour Organization whose ratifications have been registered with the Director-General of the International Labour Office.

2. It shall come into force 12 months after the date on which the ratifications of two Members have been registered with the Director-General.

3. Thereafter, this Convention shall come into force for any Member 12 months after the date on which its ratification has been registered.

Article 11

1. A Member which has ratified this Convention may denounce it after the expiration of ten years from the date on which the Convention first comes into force, by an act communicated to the Director-General of the International Labour Office for registration. Such denunciation shall not take effect until one year after the date on which it is registered.

2. Each Member which has ratified this Convention and which does not, within the year following the expiration of the period of ten years mentioned in the preceding paragraph, exercise the right of denunciation provided for in this Article, will be bound for another period of ten years and, thereafter, may denounce this Convention at the expiration of each period of ten years under the terms provided for in this Article.

Article 12

1. The Director-General of the International Labour Office shall notify all Members of the International Labour Organization of the registration of all ratifications and acts of denunciation communicated by the Members of the Organization.

2. When notifying the Members of the Organization of the registration of the second ratification, the Director-General shall draw the attention of the Members of the Organization to the date upon which the Convention shall come into force.

Article 13

The Director-General of the International Labour Office shall communicate to the Secretary-General of the United Nations, for registration in accordance with article 102 of the Charter of the United Nations, full particulars of all ratifications and acts of denunciation registered by the Director-General in accordance with the provisions of the preceding Articles.

Article 14

At such times as it may consider necessary, the Governing Body of the International Labour Office shall present to the General Conference a report on the working of this Convention and shall examine the desirability of placing on the agenda of the Conference the question of its revision in whole or in part.

Article 15

1. Should the Conference adopt a new Convention revising this Convention in whole or in part, then, unless the new Convention otherwise provides --

(a) the ratification by a Member of the new revising Convention shall ipso jure involve the immediate denunciation of this Convention, notwithstanding the provisions of Article 11 above, if and when the new revising Convention shall have come into force;

(b) as from the date when the new revising Convention comes into force, this Convention shall cease to be open to ratification by the Members.

2. This Convention shall in any case remain in force in its actual form and content for those Members which have ratified it but have not ratified the revising Convention.

Article 16

The English and French versions of the text of this Convention are equally authoritative.

Cross references

Conventions: (C29) Forced Labour Convention, 1930

Conventions: (C138) Minimum Age Convention, 1973

Recommendations: (R35) Forced Labour (Indirect Compulsion) Recommendation, 1930

Recommendations: (R36) Forced Labour (Regulation) Recommendation, 1930

Recommendations: (R146) Minimum Age Recommendation, 1973

Supplemented: (R190) Complemented by the Worst Forms of Child Labour Recommendation, 1999

[Constitution: 22:article_22_of_the_Constitution_of_the_International_Labour_Organisation](#)

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webinfo@ilo.org

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STATEMENT OF SECRETARY OF LABOR ALEXIS M. HERMAN
CONFERENCE OF THE INTERNATIONAL LABOR ORGANIZATION
GENEVA

JUNE 15, 1999

Thank you Mr. President. Congratulations on your service and leadership of this conference.

Frances Perkins, the first U.S. Secretary of Labor to address this body more than fifty years ago, reminded the nations of the world that "Social justice can have no meaning except as it eventually leads to social progress. And our task in the ILO," Secretary Perkins continued, "is to clear the ground so that we may build for the future."

For the better part of this century, this body has done just that. It has cleared the ground and laid the foundation for social justice and social progress. Now as we look to a new century, a new economy, and a new set of challenges -- it is our task to build.

To build -- as President Clinton said in an address just a few days ago -- "a global economy with a human face -- one that rewards work everywhere; one that gives all people a chance to improve their lot and still raise their families in dignity; and support communities that are coming together, not being torn apart."

President Clinton believes strongly in that mission -- and this body's mandate. And it is with a great sense of anticipation that I speak to you the day before he will share that message directly with you, as the first American President to come to Geneva to speak to this organization.

It is no simple coincidence that a President of the United States has chosen this moment to reemphasize our relationship to the ILO -- rather it is a reflection of our view that the ILO today confronts a new historical challenge. Imbedded in this challenge is a recognition that the opportunities for peaceful global economic development have never been greater. And our vision of a just world built upon the dignity of work has never been more important.

As we expand global financial and investment flows, we must expand the opportunity for our workers to share in the prosperity created by those investments. As technology becomes increasingly accessible, we must ensure that our workers have the training and resources to prosper in the use of that technology.

As we expand trade, we must ensure that our workers and employers are competing in a world economy premised upon a fundamental and universal set of rights and standards.

We have taken some important steps together in recent years to address these concerns.

The Declaration on Fundamental Principles and Rights at Work and Its Follow Up agreed to last year is a most important political and moral reaffirmation of our fundamental values and

commitments. But we must also recognize that our commitments place upon us the responsibility to act.

Thus, we must make certain that our follow up to the Declaration is meaningful and holds us all accountable.

We must back up our resolve with resources to assist those who need it. That is why President Clinton has asked our Congress for additional funding, and why we hope that other donor countries will join this effort.

And to be fully successful, we must also engage and seek support for our efforts from other international organizations, including the World Bank and the IMF as we have discussed at this Conference. And indeed, the World Trade Organization. Our mission and our objectives are simply too important to the world's economic future to do otherwise.

We applaud our new Director-General and we are encouraged by his report to this conference. Encouraged that we may renew our organization, and make it ever more relevant to the greatest number of people in the world. Those who indeed seek "decent work." Those who seek dignity. Those who seek security. Those who seek hope. Those who seek justice.

And there is no better way to reaffirm the call for dignity, security, hope, and justice, than by rededicating ourselves to our children. We have a rare opportunity to take the struggle for the world's children to a new and higher level of commitment and action. We join together here in the absolute certainty that this is a challenge we can and must meet. As we enter the dawn of the 21st century, we must leave the darkness of abusive child labor behind.

Let us agree that no child should be placed into forced or bonded labor ... brutalized by exploitation in the commercial sex trade ... abducted into militias for armed conflicts ... or subjected to other harmful and dangerous work. Through the new convention that we will adopt this week, we can help make sure that our children are nurtured not neglected -- educated not exploited -- helped not harmed.

In conclusion, Mr. President, let me say that recently I had the opportunity to visit your country. I learned there an old African proverb: When spiders unite they can tie up a lion. The message is clear: there is power in unity. I know that whether it is Africa, or the Americas, or Asia, whether it is workers or employers or governments, what unites is indeed powerful. We are united in our vision of a world of decent work and in our commitment to build a better life, a life of dignity, a life of hope, a life of justice, for all people.

Thank you, Mr. President.

THE WHITE HOUSE Office of the Press Secretary (Geneva, Switzerland)

For

Immediate Release June 16, 1999 REMARKS BY THE PRESIDENT TO THE INTERNATIONAL LABOR ORGANIZATION CONFERENCE United Nations Building Geneva, Switzerland 11:25 A.M. (L) THE PRESIDENT: Thank you very much, Director General Somavia, for your fine statement and your excellent work. Conference President Mumuni, Director General Petrovsky, ladies and gentlemen of the ILO: It is a great honor for me to be here today with, as you have noticed, quite a large American delegation. I hope you will take it as a commitment of the United States to our shared vision, and not simply as a burning desire for us to visit this beautiful city on every possible opportunity. I am delighted to be here with Secretary Albright and Secretary of Labor Herman; with my National Economic Advisor Gene Sperling, and my National Security Advisor Sandy Berger. We're delighted to be joined by the President of the American Federation of Labor, the AFL-CIO, John Sweeney, and several other leaders of the U.S. labor movement; and with Senator Tom Harkin from Iowa who is the foremost advocate in the United States of the abolition of child labor. I am grateful to all of them for coming with me, and to the First Lady and our daughter for joining us on this trip. And I thank you for your warm reception of her presence here. It is indeed an honor for me to be the first American President to speak before the ILO in Geneva. It is long overdue. There is no organization that has worked harder to bring people together around fundamental human aspirations, and no organization whose mission is more vital for today and tomorrow. The ILO, as the Director General said, was created in the wake of the devastation of World War I as part of a vision to provide stability to a world recovering from war, a vision put forward by our President, Woodrow Wilson. He said then, "While we are fighting for freedom we must see that labor is free." At a time when dangerous doctrines of dictatorship were increasingly appealing the ILO was founded on the realization that injustice produces, and I quote, "unrest so great that the peace and harmony of the world are imperiled." Over time the organization was strengthened, and the United States played its role, starting with President Franklin Roosevelt and following through his successors and many others in the United States Congress, down to the strong supporters today, including Senator Harkin and the distinguished senior Senator from New York, Patrick Moynihan. For half a century, the ILO has waged a struggle of rising prosperity and widening freedom, from the shipyards of Poland to the diamond mines of South Africa. Today, as the Director General said, you remain the only organization to bring together governments, labor unions and business, to try to unite people in common cause -- the dignity of work, the belief that honest labor, fairly compensated, gives meaning and structure to our lives; the ability of every family and all children to rise as far as their talents will take them. In a world too often divided, this organization has been a powerful force for unity, justice, equality and shared prosperity. For all that, I thank you. Now, at the edge of a new century, at the dawn of the Information Age, the ILO and its vision are more vital than ever -- for the world is becoming a much smaller and much, much more interdependent place. Most nations are linked to the new dynamic, idea-driven, technology-powered, highly competitive international economy. The digital revolution is a profound, powerful and potentially democratizing force. It can empower people and nations, enabling the wise and far-sighted to develop more quickly and with less damage to the environment. It can enable us to work together across the world as easily as if we were working just across the hall. Competition, communications and more open markets spur stunning innovation and make their fruits available to business and workers worldwide. Consider this: Every single day, half a million air passengers, 1.5 billion e-mail messages and \$1.5 trillion cross international borders. We also have new tools to eradicate diseases that have long plagued humanity, to remove the threat of global warming and environmental destruction, to lift billions of people into the first truly global middle class. Yet, as the financial crisis of the last two years has shown, the global economy with its churning, hyperactivity, poses new risks, as well, of disruption, dislocation and division. A financial crisis in one country can be felt on factory floors half a world away. The world has changed, much of

it for the better, but too often our response to its new challenges has not changed. Globalization is not a proposal or a policy choice, it is a fact. But how we respond to it will make all the difference. We cannot dam up the tides of economic change anymore than King Knute* could still the waters. Nor can we tell our people to sink or swim on their own. We must find a new way -- a new and democratic way -- to maximize market potential and social justice, competition and community. We must put a human face on the global economy, giving working people everywhere a stake in its success, equipping them all to reap its rewards, providing for their families the basic conditions of a just society. All nations must embrace this vision, and all the great economic institutions of the world must devote their creativity and energy to this end. Last May I had the opportunity to come and speak to the World Trade Organization and stress that as we fight for open markets, it must open its doors to the concerns of working people and the environment. Last November, I spoke to the International Monetary Fund and World Bank and stressed that we must build a new financial architecture as modern as today's markets, to tame the cycles of boom and bust in the global economy as we can now do in national economies; to ensure the integrity of international financial transactions; and to expand social safety nets for the most vulnerable. Today I say to you that the ILO, too, must be ready for the 21st century, along the lines that Director General Somavia has outlined. Let me begin by stating my firm belief that open trade is not contrary to the interest of working people. Competition and integration lead to stronger growth, more and better jobs, more widely shared gains. Renewed protectionism in any of our nations would lead to a spiral of retaliation that would diminish the standard of living for working people everywhere. Moreover, a failure to expand trade further could choke off innovation and diminish the very possibilities of the information economy. No, we need more trade, not less. Unfortunately, working people the world over do not believe this. Even in the United States, with the lowest unemployment rate in a generation, where exports accounted for 30 percent of our growth until the financial crisis hit Asia, working people strongly resist new market-opening measures. There are many reasons. In advanced countries the benefits of open trade outweigh the burdens. But they are widely spread, while the dislocations of open trade are painfully concentrated. In all countries, the premium the modern economy places on skills leaves too many hard-working people behind. In poor countries, the gains seem too often to go to the already wealthy and powerful, with little or no rise in the general standard of living. And the international organizations charged with monitoring and providing for rules of fair trade, and enforcement of them, seem to take a very long time to work their way to the right decision, often too late to affect the people who have been disadvantaged. So as we press for more open trade, we must do more to ensure that all our people are lifted by the global economy. As we prepare to launch a new global round of trade talks in Seattle in November, it is vital that the WTO and the ILO work together to advance that common goal. We clearly see that a thriving global economy will grow out of the skills, the idea, the education of millions of individuals. In each of our nations and as a community of nations, we must invest in our people and lift them to their full potential. If we allow the ups and downs of financial crises to divert us from investing in our people, it is not only those citizens or nations that will suffer -- the entire world will suffer from their lost potential. It is clear that when nations face financial crisis, they need the commitment and the expertise not only of the international financial institutions, they need the ILO as well. The IMF, the World Bank and WTO, themselves, should work more closely with the ILO, and this organization must be willing and able to assume more responsibility. The lesson of the past two years is plain: Those nations with strong social safety nets are better able to weather the storms. Those strong safety nets do not just include financial assistance and emergency aid for poorest people, they also call for the empowerment of the poorest people. This weekend in Cologne, I will join my partners in the G-8 in calling for a new focus on stronger safety nets within nations and within the international community. We will also urge improved cooperation between the ILO and the international financial institutions in promoting social protections and core labor standards. And we should press forward to lift the debt burden that is crushing many of the poorest nations. We are working to forge a bold agreement to more than triple debt relief for the world's poorest nations and to

target those savings to education, health care, child survival and fighting poverty. I pledge to work to find the resources so we can do our part and contribute our share toward an expanded trust fund for debt relief. Yet, as important as our efforts to strengthen safety nets and relieve debt burdens are, for citizens throughout the world to feel that they truly have a hand in shaping their future they must know the dignity and respect of basic rights in the workplace. You have taken a vital step toward lifting the lives of working people by adopting the Declaration on Fundamental Principles and Rights at Work last year. The document is a blueprint for the global economy that honors our values -- the dignity of work, an end to discrimination, an end to forced labor, freedom of association, the right of people to organize and bargain in a civil and peaceful way. These are not just labor rights, they're human rights. They are a charter for a truly modern economy. We must make them an everyday reality all across the world. We advance these rights first by standing up to those who abuse them. Today, one member nation, Burma, stands in defiance of the ILO's most fundamental values and most serious findings. The Director General has just reported to us that the flagrant violation of human rights persists, and I urge the ILO governing body to take definite steps. For Burma is out of step with the standards of the world community and the aspirations of its people. Until people have the right to shape their destiny we must stand by them and keep up the pressure for change. We also advance core labor rights by standing with those who seek to make them a reality in the workplace. Many countries need extra assistance to meet these standards. Whether it's rewriting inadequate labor laws, or helping fight discrimination against women and minorities in the workplace, the ILO must be able to help. That is why in the balanced budget I submitted to our Congress this year I've asked for \$25 million to help create a new arm of the ILO, to work with developing countries to put in place basic labor standards -- protections, safe work places, the right to organize. I ask other governments to join us. I've also asked for \$10 million from our Congress to strengthen U.S. bilateral support for governments seeking to raise such core labor standards. We have asked for millions of dollars also to build on our voluntary anti-sweat shop initiative to encourage the many innovative programs that are being developed to eliminate sweat shops and raise consumer awareness of the conditions in which the clothes they wear and the toys they buy for their children are made. But we must go further, to give life to our dream of an economy that lifts all our people. To do that, we must wipe from the Earth the most vicious forms of abusive child labor. Every single day tens of millions of children work in conditions that shock the conscience. There are children chained to often risky machines; children handling dangerous chemicals; children forced to work when they should be in school, preparing themselves and their countries for a better tomorrow. Each of our nations must take responsibility. Last week, at the inspiration of Senator Tom Harkin, who is here with me today, I directed all agencies of the United States government to make absolutely sure they are not buying any products made with abusive child labor. But we must also act together. Today, the time has come to build on the growing world consensus to ban the most abusive forms of child labor -- to join together and to say there are some things we cannot and will not tolerate. We will not tolerate children being used in pornography and prostitution. We will not tolerate children in slavery or bondage. We will not tolerate children being forcibly recruited to serve in armed conflicts. We will not tolerate young children risking their health and breaking their bodies in hazardous and dangerous working conditions for hours unconscionably long -- regardless of country, regardless of circumstance. These are not some archaic practices out of a Charles Dickens novel. These are things that happen in too many places today. I am proud of what is being done at your meeting. In January, I said to our Congress and the American people in the State of the Union address, that we would work with the ILO on a new initiative to raise labor standards and to conclude a treaty to ban abusive child labor everywhere in the world. I am proud to say that the United States will support your convention. After I return home I will send it to the U.S. Senate for ratification, and I ask all other countries to ratify it, as well. (Applause.) We thank you for achieving a true breakthrough for the children of the world. We thank the nations here represented who have made genuine progress in dealing with this issue in their own nations. You have written an important new chapter in our effort to honor our values and protect our

children. Passing this convention alone, however, will not solve the problem. We must also work aggressively to enforce it. And we must address root causes, the tangled pathology of poverty and hopelessness that leads to abusive child labor. Where that still exists it is simply not enough to close the factories where the worst child labor practices occur. We must also ensure that children then have access to schools and their parents have jobs. Otherwise, we may find children in even more abusive circumstances. That is why the work of the International Program for the Elimination of Child Labor is so important. With the support of the United States, it is working in places around the world to get children out of the business of making fireworks, to help children move from their jobs as domestic servants, to take children from factories to schools. Let me cite just one example of the success being achieved, the work being done to eliminate child labor from the soccer ball industry in Pakistan. Two years ago, thousands of children under the age of 14 worked for 50 companies stitching soccer balls full-time. The industry, the ILO and UNICEF joined together to remove children from the production of soccer balls and give them a chance to go to school, and to monitor the results. Today, the work has been taken up by women in 80 poor villages in Pakistan, giving them new employment and their families new stabilities. Meanwhile, the children have started to go to school, so that when they come of age, they will be able to do better jobs raising the standard of living of their families, their villages and their nation. I thank all who were involved in this endeavor and ask others to follow their lead. I am pleased that our administration has increased our support for IPEC by tenfold. I ask you to think what could be achieved by a full and focused international effort to eliminate the worst forms of child labor. Think of the children who would go to school, whose lives would open up, whose very health would flower, freed of the crushing burden of dangerous and demeaning work, given back those irreplaceable hours of childhood for learning and playing and living. By giving life to core labor standards, by acting effectively to lift the burden of debt, by putting a more human face on the world trading system and the global economy, by ending the worst forms of child labor, we will be giving our children the 21st century they deserve. These are hopeful times. Previous generations sought to redeem the rights of labor in a time of world war and organized tyranny. We have a chance to build a world more prosperous, more united, more humane than ever before. In so doing, we can fulfill the dreams of the ILO's founders, and redeem the struggles of those who fought and organized, who sacrificed and, yes, died -- for freedom, equality, and justice in the workplace. It is our great good fortune that in our time we have been given the golden opportunity to make the 21st century a period of abundance and achievement for all. Because we can do that, we must. It is a gift to our children worthy of the millennium. Thank you very much. (Applause.) END 11:50 A.M. (L) .

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OSHA Ergonomics Chronology

Winter 2000

Final ergonomics standard published in *Federal Register*.

July 7, 2000

Informal public hearings on the economic impact of the ergonomics proposal on state and local governments, USPS, and railroads to be held in Atlanta, GA.

Spring-Summer 2000

Post-hearing comment period.

May 22, 2000

OSHA seeks comments on impact of ergonomics proposal on state and local governments, USPS, and railroads.

May 8-12, 2000

Informal public hearings on the proposed rule extended in Washington, DC.

April 11-21, 2000

Informal public hearings on the proposed rule begin in Chicago, Illinois.

April 24-May 3, 2000

Informal public hearings on the proposed rule scheduled in Portland, Oregon.

March 13-April 7, 2000

Informal public hearings on the proposed rule scheduled in Washington, DC.

March 2, 2000

Written comments on the proposed rule must be postmarked. Full text of hearing testimony and documentary evidence must be postmarked for those requesting more than 10 minutes for a presentation.

January 27, 2000

OSHA announces extension of comment period from February 1 to March 2.

January 24, 2000

Notice of Intention to Appear at hearings must be postmarked.

November 23, 1999

OSHA publishes proposed ergonomics standard for comment in the *Federal Register*.

September 9, 1999

11th regional ergonomics best practices conference held in Silver Spring, Md.

April 30, 1999

SBREFA panel report submitted to OSHA Assistant Secretary.

February 19, 1999

OSHA begins small business review of its draft ergonomics rule, makes draft regulatory text available to stakeholders.

September 24-25, 1998

OSHA holds stakeholder meetings on ergonomics rulemaking in Washington, DC.

July 23, 1998

OSHA holds stakeholder meeting on ergonomics rulemaking in Atlanta, Ga.

July 21, 1998

OSHA holds stakeholder meeting on ergonomics rulemaking in Kansas City, Mo.

March 16, 1998

OSHA releases video entitled "Ergonomic Programs That Work."

February 4-6, 1998

OSHA holds stakeholder meetings on ergonomics rulemaking in Washington, D.C.

October, 1997

Congress allows OSHA to work on ergonomics in Fiscal Year 1998 but prohibits issuance of any proposed or final standard or guidelines; House Conference Report says this will be last time OSHA's work on an ergonomics standard is restricted.

April 28, 1997

OSHA launches ergonomics page on the Internet.

January 8-9, 1997

OSHA/NIOSH conference on successful ergonomics programs held in Chicago.

October, 1995

Congress prohibits use of OSHA Fiscal Year 1996 funds to issue proposed or final ergonomics standard or guidelines

July, 1995

Congress prohibits use of OSHA Fiscal Year 1995 funds to issue proposed or final ergonomics standard or guidelines.

March, 1995

OSHA begins series of meetings with stakeholders to discuss outline of draft ergonomics standard.

August 3, 1992

Advance Notice of Proposed Rulemaking on ergonomics published requesting comments by February 1, 1993.

January 15, 1992

OSHA begins a special emphasis inspection program on ergonomics in meatpacking.

August 13-15, 1991

Three-day course for red meat industry covering ergonomics guidelines and medical management of cumulative trauma disorders offered by OSHA to the public in Washington, D.C.

July 29, 1991

OSHA publishes a 24-page booklet, "Ergonomics: The Study of Work," as part of a nationwide educational and outreach program to raise awareness and reduce cumulative trauma disorders.

1990s

Through the 90s OSHA signed 11 more corporate-wide settlement agreements to bring ergonomic programs to nearly half a million workers.

November 20, 1990

OSHA/UAW/GM sign agreement bringing ergonomics programs to 138 GM plants employing more than 300,000 workers.

Fall 1990

OSHA creates Office of Ergonomics Support.

August 30, 1990

The agency publishes ergonomics guidelines for the red meat industry, "Ergonomics Program Management Guidelines for Meatpacking Plants."

July 23, 1990

OSHA/UAW/Ford corporate-wide settlement agreement commits Ford to reduce ergonomic hazards in 96 percent of its plants through model ergonomics program.

July 2, 1990

Directive CPL 2.88 "Information Dissemination System for Ergonomic Inspections and Consultative Visits Resulting in Significant Benefits" issued.

November 2, 1989

OSHA/UAW/Chrysler sign corporate-wide settlement agreement for comprehensive ergonomics program to control cumulative trauma disorders at five auto assembly plants.

July 7, 1989

OSHA cites Ford's Lansdale, Pa., assembly plant for ergonomic hazards.

May 1, 1987

OSHA cites Chrysler plants in Belvedere, Ill.; St. Louis, Mo. (two); Newark, Del.; and Toledo, Ohio, for recognized ergonomic hazards.

April 21, 1987

Comments on manual lifting extended to June 30, 1987, scope of concern extended from general industry only to all industries.

February 9, 1987

OSHA issues directive CPL 2.78 establishing regional ergonomics coordinators to provide technical assistance to OSHA area offices, consultation programs and state programs and mandating training for compliance staff.

October 2, 1986

OSHA requests information by Jan. 30, 1987, on reducing back injuries in general industry resulting from manual lifting.

May 16, 1986

OSHA begins a pilot program to reduce back injuries through review of injury records during inspections and recommendations for training or job redesign using NIOSH's Work Practices Guide for Manual Lifting.

August 16, 1983

The OSHA Training Institute offers its first course on ergonomics.

Early 1980s

OSHA begins discussing ergonomic issues with labor, trade associations and professional organizations.

1979

First ergonomist joins OSHA.

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U.S. Chamber Condemns New Ergonomics Draft Wait for Sound Science, Group Tells OSHA

WASHINGTON, DC – The U.S. Chamber of Commerce today criticized a new Occupational Safety and Health Administration's (OSHA) draft ergonomics policy as "hopelessly vague" and "extremely burdensome," urging the agency instead to await the findings of a study on the scientific need for any national ergonomics policy.

OSHA defines ergonomics as the "science of fitting jobs to people" and the agency has repeatedly sought to apply the theory – dismissed by many in the medical community, workplace safety experts, and scientists – to job sites in almost every industry and companies of all sizes. Last year Congress funded a study by the National Academy of Sciences (NAS) to determine if there is a scientific basis for a national ergonomics standard.

"It's unfortunate that OSHA refused to wait for the NAS study before devising this draft policy. It's indicative of how little sound science seems to matter in crafting these regulations," said Peter Eide, U.S. Chamber manager for labor law policy. "This hopelessly vague draft is a blank check for OSHA inspectors. It would require all American businesses to become full-time experts in ergonomics, a field for which there is little if any credible evidence.

"At a bare minimum, OSHA should put this policy on hold until the NAS study determines whether there is any justification for further tightening the regulatory chokehold on U.S. employers. Compliance costs – both in time and money – would hurt all private companies but particularly devastate small businesses," Eide added.

"If this ergonomics draft is in fact the policy that OSHA is prepared to adopt, we strongly urge the agency to reverse course and rethink this unworkable proposal before serious mistakes are made," Eide added.

The U.S. Chamber of Commerce is the world's largest business federation, representing more than three million businesses and organizations of every size, sector, and region.

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