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THE SECRETARY OF COMMERCE
Washington, D.C. 20230

Handwritten signature and initials, possibly "S. H. S.", in the top right corner of the page.

DEC 13 1974

Honorable Robert T. Hartmann
Counselor to the President
The White House
Washington, D.C. 20500

Dear Bob:

There is enclosed a copy of the decision memorandum which Cap Weinberger, Peter Brennan and I have prepared for the President on the work-education initiative. I understand Cap sent the document to the President via Jim Cavanaugh yesterday. However, knowing your great interest in this subject, we would be grateful if you would follow through to insure that the President focuses on the memorandum and indicates his approval as provided. Perhaps we could be provided with a copy of the decision memorandum as approved.

Please let me know if there is anything else you will require. We shall also be sending copies to Don Rumsfeld and OMB.

Sincerely,

Handwritten signature of the Secretary of Commerce, likely Peter Brennan, located below the "Sincerely," text.

Secretary of Commerce

Enclosure



December 11, 1974

MEMORANDUM FOR THE PRESIDENT

SUBJECT: BRINGING TOGETHER EDUCATION AND WORK - DECISIONS

Our recommendations for moving ahead on the initiative you began at Ohio State University were presented to you in our memorandum of November 29 (see Tab A) and in our meeting on December 3. This memorandum asks for your decisions on those recommendations and, as you requested, states what could be done for up to \$10.5 million in added funding.

LEADERSHIP

To provide Federal leadership of matters which are primarily State and local concerns, we recommended that:

1. You continue personal leadership of this initiative, include an appeal for institutional change in the State of the Union Address, and make linking education and work an ongoing part of Administration policy;
2. You formally establish a Cabinet Committee on Education and Work including the Secretaries of Defense, Agriculture, Commerce, Labor and HEW to monitor, coordinate and evaluate Federal programs in this area;
3. You form a Council on Education and Work including the above Secretaries and distinguished educators and young people, businessmen and workers to stimulate action at the local level and to serve as a clearinghouse of information on successful local projects;

Concur _____

Concur _____

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ISSUE: This Council could be established by legislation or by Executive Order. Establishment of the Council by law would provide it

with continuity and a base for nonpartisan support. However, establishment by Executive Order would likely get it underway more quickly.

Legislation _____ Executive Order _____

ISSUE: The Council should be chaired by yourself _____ or the Vice President _____.

DIRECTIONS

We also propose changes in emphasis in selected Federal programs of research, development, technical assistance and capacity building. These are designed to influence the huge expenditures on education and training already being made by States, communities and others. We recommend a set of actions to:

1. Increase the variety and quality of work experience available to young people and integrate it with their secondary and postsecondary schooling;

Concur _____

2. Support development of competency-based education, i.e., teaching, testing, credentialing and accrediting based on measured attainment of capabilities required for life and work rather than on the time, place or manner in which the competence was acquired;

Concur _____

3. Improve career education with emphasis on local collaboration with the business/labor community and with the family;

Concur _____

4. Encourage economic education and support the Joint Council on Economic Education's efforts to improve the teaching of economics at secondary and elementary levels;

Concur _____

5. Develop television programs to help young people learn about the world of work, to discover learning resources in their communities and to encourage family activities;

Concur _____

6. Improve occupational information, and provide technical assistance to States on the development and use of occupational and educational information;

Concur _____

7. Provide Employment Service Job Bank outlets and technical assistance for schools or community councils which agree to set up placement offices;

Concur _____

8. Study and report to you on ways to assist adults with problems resulting from the isolation between education and work.

Concur _____

MOMENTUM

We can make a modest start on this agenda with the funds we have plus a small amount for the Council. This would be done by reorienting the program of the National Institute of Education and including the goals of this initiative prominently among the goals of the Fund for the Improvement of Postsecondary Education, the Commissioner's Special Projects and other OE and DoL programs. Or we could, if you desire, gain more momentum with a moderate amount of additional funds. They would fill critical gaps in our ability to shift existing funds. In a time of few exemptions from budget cuts, such new funding would be symbolic of the seriousness with which you view this initiative. This would take advantage of the receptivity we found throughout the country to get a good start toward our goals. Below three alternative levels of funding are described:

1. \$1.5 million level: The base level will consist of expenditures on the above within the FY 76 Budget plus \$1.5 million for the President's

Council on Education and Work. The Council would require a small but capable professional staff located in the Executive Office of the President, and travel and communication funds to build at the local level understanding of and support for the goals of this initiative through television and other media and contact with regional and local organizations. It would also inventory local activities and serve as a clearinghouse to assist communities wishing to start or expand their efforts.

2. \$6.5 million level: At this level, we would fund the Council as above (\$1.5 million) and spend \$5 million on work experience. These funds would be used to demonstrate the usefulness of cooperative education programs for academic and general track students and to develop a greater variety of jobs for young people which would emphasize learning integrated with their schooling.
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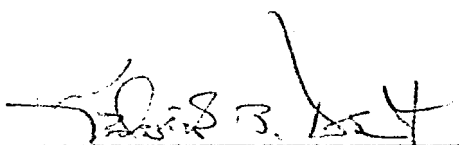
We recommend funding at least at the \$6.5 million level.

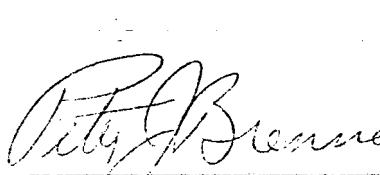
DECISION

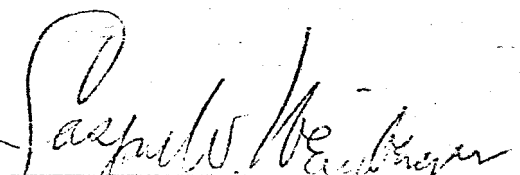
\$ 1.5 million level _____

\$ 6.5 million level _____

\$10.5 million level _____


Secretary of Commerce


Secretary of Labor


Secretary of Health,
Education and Welfare

November 29, 1974

MEMORANDUM FOR THE PRESIDENT

SUBJECT: BRINGING TOGETHER EDUCATION AND WORK

Your August 30 speech at Ohio State called for educators and students, business and labor, to come together to form a new community of learning in the United States. You stated that "the time has come for a fusion of the realities of a work-a-day life with the teaching of academic institutions."

In further conversations, you indicated your concern for students who say they have little basis for knowing what fields to train in and who are fearful of preparing for jobs with little satisfaction, or which may not exist at the time they enter the labor market. From your summit meetings on the economy, we know your concern that all Americans understand better our economic system.

In the weeks since your speech, we have reviewed the evidence and the significant studies, assessed ongoing programs, consulted with many people inside and outside the Government, and given the matter much thought.

Your speech struck a responsive chord for a number of good reasons. It is the first time a President has focused on the isolation between educational institutions and the world of work. This isolation poses real problems.

The report which follows has four sections:

- I. The Problem
- II. Related Trends and Consequences
- III. Emerging Response
- IV. Recommendations

I. The Problem

1. Students know very little about work, and their concern about this is widespread. Seventy-five percent of students enter the labor market full time without a college degree, and a large majority of these have received no complete or specific occupational preparation. The part-time work that many students do while in school is seldom relevant to career preparation; only one in three thinks his job is leading to work he would like to do in the future. Further, only 38% of white, and 21% of black, high school seniors scored high on knowledge of ten common occupations. Finally, surveys repeatedly show that students want more help with career plans, placement, and meaningful work experience. They also have in general a dim view of what they perceive work to be.

2. Employers tend to exclude young people from entry into important career occupations until they reach their early 20's. Employers are often unable to distinguish young people who are ready and able to begin a career progression from those who are still taking a casual approach to work. They generally offer youth jobs which have immediate pay-off to employers and require little training or supervision. Such jobs provide no incentive for young people to build up tenure, and the resulting turnover reinforces the perception of many employers that young people are irresponsible.

3. The transition from education to work is unassisted. Young people in schools are generally not provided services which could help them bridge the gap between schools and employers. Career guidance in the schools is inadequate in quantity and quality, and only 17% of school counselor time is devoted to these matters. Most occupational information is not oriented to local labor markets; nor is it effectively delivered. And, job placement services are not provided to students in the vast majority of high schools.

4. There is little practical joint planning in communities among schools, industry and manpower agencies to close the gap. Local industries do not generally provide the school systems with a clear presentation of their needs. Schools do not follow up their graduates' work experience as a guide to school planning.

II. Related Trends and Consequences

Today, young Americans are spending more time in school and reaching higher levels of educational attainment. High schools now enroll 94% of those aged 14-17 versus only 11% in 1900. School is now the main way of educating young people and preparing them for adulthood, taking over time formerly spent learning in the family, the community, apprenticeships and employment. Schooling is also now largely shaped to fit together with higher education rather than with industry.

When the demand for educated workers was increasing rapidly, young people sought more schooling. This trend was reinforced by compulsory school attendance, by public financing of formal schooling but not other kinds of training, and by other laws, regulations and customs. In addition, employers increasingly required academic credentials for job entry as a means of selecting the best of the applicants -- the credentialism you mentioned in your speech. Even so, at this time, demand for traditional schooling is not rising as fast as the supply of students so trained.

The isolation of schooling has separated students from the interesting material and motivation provided by real problems. Education seems abstract. This may be one factor behind the difficulty many students have in learning basic skills. A survey of 11th graders found that 65% wanted help in study skills; 58% in reading; and 60% in math. Further, while the economy has become more complex, only one out of six high school students takes economics.

As schooling takes more of young people's time, it often fails to provide more generalized personal and social skills, such as decision-making and setting and achieving common goals. These were formerly learned in the family, the community and at work. The time when young people learn to assume responsibility has been delayed.

One of the accompanying changes is the increasing age segregation of the population. School walls prevent children from observing adults in a wide variety of situations, and reduce the inputs that youth and adults have into each other's attitudes and knowledge. Moreover, this isolation and inflexibility have tended to inhibit opportunities for self-renewal and growth for adults.

III. Emerging Response

There is an emerging response to these problems around the country. Approximately 5,000 out of 17,000 school districts have made a start on career education; but only 1,000 have substantial programs. Yet, this concept is still largely concentrated on easy applications at the elementary school level rather than on the more difficult integration of learning in schools and at work at the secondary school level or higher. In addition, there are a wide variety of local efforts to provide work experience to students, but these are uneven in quality. Federally-supported work experience programs cover only vocational high school students and some college students or low-income students in both high schools and colleges.

The DOL-supported manpower training programs, which grew up in the 60's, serve significant numbers of youth, but they have been targeted mainly on the disadvantaged and dropouts rather than on the student population in general. A movement has started in a number of States to orient schooling (teaching, testing, credentialing and accrediting) to the competencies really needed for work and life. But the techniques for doing this lag behind the interest in it. And, while many States are beginning to give students occupational information relevant to their local areas, these efforts are of such varied quality that DOL has initiated a partial system of grants to provide needed Federal leadership and support.

IV. Recommendations

These State and local efforts convince us that there is a readiness to strive for the goals you have stated. This is important since progress must rely fundamentally on State and local interest and receptivity. For this reason, the most important steps must be taken in the communities themselves.

Educational institutions and labor markets differ greatly in initiative, needs and resources. There is no single solution, and there are many unknowns. Education cannot be all "practical." The institutional change which is central here cannot be achieved overnight.

Therefore, rather than fashion a standard Federal prescription or a shiny new program, we propose a leadership process which will build on existing efforts to bring together the worlds of work and education. A key element in this process is getting educators, businessmen, labor and youth in local communities to explore and implement new and innovative ways to do this. In essence, we are proposing that you use your office and our agencies to start and periodically encourage a local process which can add to the quality of life for Americans in our third century.

We are convinced that the modest first steps we outline below can make a big difference over time. They can start us in some hopeful directions. The lives of Americans are now separated too sharply into a period of learning (the first 20 years of life) and a period of work (ending at retirement). That pattern simply does not fit with our basic human instincts and aspirations. We can change that way of ordering our lives.

One result of such a change would be easier movement from school to work, and back again. But even more important, the quality of our education and our work would be raised. More of our learning in the early years would come from experience, in recognition of the fact that education is diminished when it is confined to schooling. And more of our work in the middle years would provide for learning, even to the point of further schooling, in recognition of the fact that we need to change and want to grow during these years.

With our sights lifted in this way, we propose both a process of leadership and a new alignment of programs.

A. Process

1. Presidential Leadership -- Your continuing personal leadership is key to sustaining a wide-ranging effort. We recommend that you make a broad appeal to the American people, the institutions of work and education, and youth -- both in your State of the Union Address and on other appropriate occasions -- to build support for local change. We also recommend that you make linking the worlds of work and education an ongoing part of this Administration's education and manpower policies and programs.

2. Cabinet Committee on Education and Work -- We recommend the establishment of a committee including the Secretaries of Defense, Agriculture, Commerce, Labor, HEW and perhaps others, to monitor, coordinate and evaluate Federal programs in this area. The committee would report to you at least annually on the status of Federal efforts and on recommendations for further initiatives.

3. President's Council on Education and Work -- We recommend also that a Council, chaired by yourself or the Vice President, be formed including not only the above Cabinet officers, but also distinguished citizens from business, labor, education and youth. The main responsibility of the Council would be stimulating action at the local level, particularly by encouraging local councils of similar composition that would oversee the bringing together of work and education in their communities. The Council would also serve as a clearinghouse of information on successful projects. It should have an annual budget of \$1-1.5 million for staff, travel and communications.

B. Programs

1. Work Experience -- This provides opportunities for all types of students to work outside school in a regular work setting in a way which advances educational objectives. Work experience is exemplified by the cooperative education programs in which students divide their time between periods on the job and in the classroom. We recommend that you call on localities to arrange for quality programs of this kind. At the same time, some \$5 million could be added to HEW funding to support cooperative education for students in academic and general "tracks" (Federal support is now confined to vocational students).

We should also expand to all States a Labor-HEW program which removes legal barriers to work experience and career exploration for 14 and 15 year olds, promote DOL arrangements between schools and apprenticeship programs, and redirect some of the ACTION programs. HEW may also include career-related experience as one of the goals of the college work-study program,

which now is focused only on providing income to needy students. Similarly, DOL will assist "prime sponsors" of manpower programs in providing career-related experience for high school work-study programs.

2. Competency-Based Education -- This is education based on measured attainment of capabilities required for work and life and thus involves a closer orientation to the real world of practically every facet of schooling -- teaching, testing, credentialing and accrediting. It would award credentials based on demonstrated competence, rather than on the time, place or manner in which the competence was acquired. Given the promise of a system oriented in this way, the Federal Government should undertake much needed research and development activity and provide technical assistance to States and localities, with new costs of some \$5 million.

3. Career Education -- This emphasizes the infusion of education/work relationships within education and collaboration among the educational system, the business-labor-industry community, and the home and family. Existing HEW funding should place high priority on providing work exploration programs at the junior high school level, bringing workers and businessmen into schools to assist teachers and guidance counselors, helping students to assess their interests and abilities, and including the family in working/learning with students.

4. Economic Education -- This provides a better understanding of the American economic system, but is offered only in 39% of American high schools. For the one out of six students who takes it, economics absorbs only 1% of his time. We recommend that you strongly endorse the concept of economic education and the work of the Joint Council on Economic Education, which in varying degrees assists elementary and secondary schools in 47 States in teaching a basic understanding of our economic system. HEW should reinstate funding to train teachers in economic education at a cost of \$750,000.

5. Television -- This should be used to help young people learn about the world of work, to discover learning resources in their communities and to encourage family activities. Some existing HEW funding can be used, supplemented by the Corporation for Public Broadcasting and private activities. The Department of Commerce will support this effort and encourage private sector support of it.

6. Occupational Information -- Information systems can inform students about occupational prospects, characteristics, and requirements. With existing funding the Department of Labor is supporting Occupational Information Systems in ten States, as mentioned in your Ohio State speech. DOL will also lead a task force to coordinate occupational and educational information. To the extent possible without new funding, DOL, DOC and HEW will provide technical assistance to State and local organizations in developing and using occupational and educational information. This endeavor deserves further emphasis.

7. Placement Services -- This involves providing a service in the schools which will help students identify specific job openings matched to their interests and abilities. The Employment Service will be asked to provide Job Bank outlets and technical assistance to schools which agree to set up their own placement offices. Such assistance will be limited in the near term by the heavy demands placed on the Employment Service during the current economic downturn.

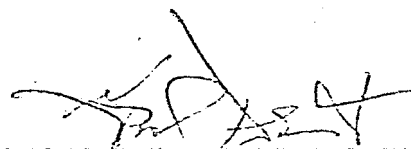
8. Adult Opportunities -- While this paper focuses on youth, we recognize there are additional problems involving isolation between work and education for adults, particularly for mature women entering the labor market for the first time, for veterans and for certain others. Our work on your assignment suggests that this is an area of opportunity, and we shall report to you on it shortly.

* * *

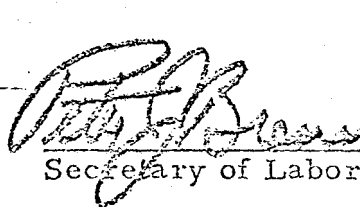
Basically, what we are proposing are some moderate changes of emphasis in selected Federal programs. Our programmatic recommendations have a distinctly R&D and technical assistance emphasis. We stress again the underlying strategy, which is to strengthen and sharpen the focus of efforts already underway and attract more widespread local adoption of successful projects. We seek to influence the huge investments in education and training which are already "out there" rather than add to them significantly.

We think that a strong case can be made for this approach under any circumstances, but in the present economic and budget conditions, we judge that it is imperative. Our agencies' budgets do not have the capacity to absorb additional costs for these purposes. We can make a modest start with the resources we have already budgeted, plus the small amount needed for the Council, or we could, if you desire, gain more momentum with additional funds for competency-based education and work experience.

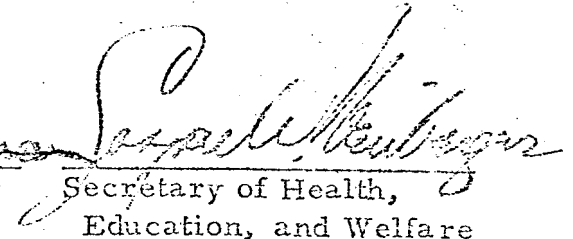
While the recommendations we make are modest, we believe that they are important for the future. Changing the ingrained behavior of institutions will be slow and require effort. However, the potential benefits from bringing together the worlds of education and work are large. If we persist diligently and diplomatically to build up knowledge and develop clearer communications among educators, businessmen, labor and youth, particularly at the local level, we should in five years have made substantial progress.



Secretary of Commerce



Secretary of Labor



Secretary of Health,
Education, and Welfare

SUGGESTED LANGUAGE FOR STATE OF THE UNION ADDRESS
(JANUARY 1975)

Last August, I appealed to educators and students, businessmen and workers, to form a new community of learning linking the worlds of education and work. Americans responded enthusiastically, telling us what they were already doing, suggesting further actions, and encouraging us to press ahead with this theme.

We must assure that young people are better informed about work and better prepared for it, and that employers open up career ladders to them. We must try to prepare young people to meet the problems and opportunities of the decades ahead. We must provide for self renewal and growth.

Since school and work are local matters, I call on all communities to set about forging these new links. I call on educators to open up the schools to make work and a better understanding of our economic system a part of education. I call on students to search out learning opportunities everywhere. And I call on businessmen and workers to share their experience with students and open up their workplaces to young people.

To assist these local efforts, I am establishing a new national Council of distinguished Americans including educators, youth, labor and business leaders. I also propose to support activities which will demonstrate ways to broaden and improve students' work experience and fit education to the needs of life and work.

I am confident that we can come together to form this new community of learning. Over time, I believe it can make a big difference in the quality of our education, our work and our lives. And it can help us to harness accelerating changes, past and future.



THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE
WASHINGTON, D. C. 20201

File

DEC 13 1974

MEMORANDUM FOR HONORABLE ROBERT T. HARTMANN
THE WHITE HOUSE

The attached memorandum on Education and Work was transmitted to the President yesterday through Jim Cavanaugh.

Jap
Secretary

December 11, 1974

MEMORANDUM FOR THE PRESIDENT

SUBJECT: BRINGING TOGETHER EDUCATION AND WORK - DECISIONS

Our recommendations for moving ahead on the initiative you began at Ohio State University were presented to you in our memorandum of November 29 (see Tab A) and in our meeting on December 3. This memorandum asks for your decisions on those recommendations and, as you requested, states what could be done for up to \$10.5 million in added funding.

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1. You continue personal leadership of this initiative, include an appeal for institutional change in the State of the Union Address, and make linking education and work an ongoing part of Administration policy;

Concur _____

2. You formally establish a Cabinet Committee on Education and Work including the Secretaries of Defense, Agriculture, Commerce, Labor and HEW to monitor, coordinate and evaluate Federal programs in this area;

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ISSUE: This Council could be established by legislation or by Executive Order. Establishment of the Council by law would provide it

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Legislation _____ Executive Order _____

ISSUE: The Council should be chaired by yourself _____ or the Vice President _____.

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1. Increase the variety and quality of work experience available to young people and integrate it with their secondary and postsecondary schooling;

Concur _____

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8. Study and report to you on ways to assist adults with problems resulting from the isolation between education and work.

Concur _____

MOMENTUM

We can make a modest start on this agenda with the funds we have plus a small amount for the Council. This would be done by reorienting the program of the National Institute of Education and including the goals of this initiative prominently among the goals of the Fund for the Improvement of Postsecondary Education, the Commissioner's Special Projects and other OE and DoL programs. Or we could, if you desire, gain more momentum with a moderate amount of additional funds. They would fill critical gaps in our ability to shift existing funds. In a time of few exemptions from budget cuts, such new funding would be symbolic of the seriousness with which you view this initiative. This would take advantage of the receptivity we found throughout the country to get a good start toward our goals. Below three alternative levels of funding are described:

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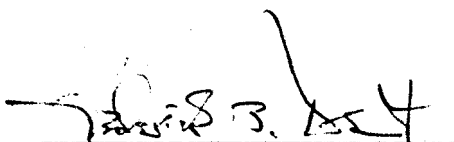
We recommend funding at least at the \$6.5 million level.


DECISION

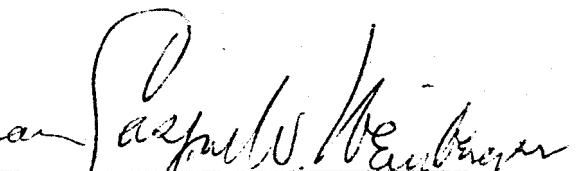
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Secretary of Commerce


Secretary of Labor


Secretary of Health,
Education and Welfare

November 29, 1974

MEMORANDUM FOR THE PRESIDENT

SUBJECT: BRINGING TOGETHER EDUCATION AND WORK

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I. The Problem

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4. There is little practical joint planning in communities among schools, industry and manpower agencies to close the gap. Local industries do not generally provide the school systems with a clear presentation of their needs. Schools do not follow up their graduates' work experience as a guide to school planning.

II. Related Trends and Consequences

Today, young Americans are spending more time in school and reaching higher levels of educational attainment. High schools now enroll 94% of those aged 14-17 versus only 11% in 1900. School is now the main way of educating young people and preparing them for adulthood, taking over time formerly spent learning in the family, the community, apprenticeships and employment. Schooling is also now largely shaped to fit together with higher education rather than with industry.

When the demand for educated workers was increasing rapidly, young people sought more schooling. This trend was reinforced by compulsory school attendance, by public financing of formal schooling but not other kinds of training, and by other laws, regulations and customs. In addition, employers increasingly required academic credentials for job entry as a means of selecting the best of the applicants -- the credentialism you mentioned in your speech. Even so, at this time, demand for traditional schooling is not rising as fast as the supply of students so trained.

The isolation of schooling has separated students from the interesting material and motivation provided by real problems. Education seems abstract. This may be one factor behind the difficulty many students have in learning basic skills. A survey of 11th graders found that 65% wanted help in study skills; 58% in reading; and 60% in math. Further, while the economy has become more complex, only one out of six high school students takes economics.

As schooling takes more of young people's time, it often fails to provide more generalized personal and social skills, such as decision-making and setting and achieving common goals. These were formerly learned in the family, the community and at work. The time when young people learn to assume responsibility has been delayed.

One of the accompanying changes is the increasing age segregation of the population. School walls prevent children from observing adults in a wide variety of situations, and reduce the inputs that youth and adults have into each other's attitudes and knowledge. Moreover, this isolation and inflexibility have tended to inhibit opportunities for self-renewal and growth for adults.

III. Emerging Response

There is an emerging response to these problems around the country. Approximately 5,000 out of 17,000 school districts have made a start on career education; but only 1,000 have substantial programs. Yet, this concept is still largely concentrated on easy applications at the elementary school level rather than on the more difficult integration of learning in schools and at work at the secondary school level or higher. In addition, there are a wide variety of local efforts to provide work experience to students, but these are uneven in quality. Federally-supported work experience programs cover only vocational high school students and some college students or low-income students in both high schools and colleges.

The DOL-supported manpower training programs, which grew up in the 60's, serve significant numbers of youth, but they have been targeted mainly on the disadvantaged and dropouts rather than on the student population in general. A movement has started in a number of States to orient schooling (teaching, testing, credentialing and accrediting) to the competencies really needed for work and life. But the techniques for doing this lag behind the interest in it. And, while many States are beginning to give students occupational information relevant to their local areas, these efforts are of such varied quality that DOL has initiated a partial system of grants to provide needed Federal leadership and support.

IV. Recommendations

These State and local efforts convince us that there is a readiness to strive for the goals you have stated. This is important since progress must rely fundamentally on State and local interest and receptivity. For this reason, the most important steps must be taken in the communities themselves.

Educational institutions and labor markets differ greatly in initiative, needs and resources. There is no single solution, and there are many unknowns. Education cannot be all "practical." The institutional change which is central here cannot be achieved overnight.

Therefore, rather than fashion a standard Federal prescription or a shiny new program, we propose a leadership process which will build on existing efforts to bring together the worlds of work and education. A key element in this process is getting educators, businessmen, labor and youth in local communities to explore and implement new and innovative ways to do this. In essence, we are proposing that you use your office and our agencies to start and periodically encourage a local process which can add to the quality of life for Americans in our third century.

We are convinced that the modest first steps we outline below can make a big difference over time. They can start us in some hopeful directions. The lives of Americans are now separated too sharply into a period of learning (the first 20 years of life) and a period of work (ending at retirement). That pattern simply does not fit with our basic human instincts and aspirations. We can change that way of ordering our lives.

One result of such a change would be easier movement from school to work, and back again. But even more important, the quality of our education and our work would be raised. More of our learning in the early years would come from experience, in recognition of the fact that education is diminished when it is confined to schooling. And more of our work in the middle years would provide for learning, even to the point of further schooling, in recognition of the fact that we need to change and want to grow during these years.

With our sights lifted in this way, we propose both a process of leadership and a new alignment of programs.

A. Process

1. Presidential Leadership -- Your continuing personal leadership is key to sustaining a wide-ranging effort. We recommend that you make a broad appeal to the American people, the institutions of work and education, and youth -- both in your State of the Union Address and on other appropriate occasions -- to build support for local change. We also recommend that you make linking the worlds of work and education an ongoing part of this Administration's education and manpower policies and programs.

2. Cabinet Committee on Education and Work -- We recommend the establishment of a committee including the Secretaries of Defense, Agriculture, Commerce, Labor, HEW and perhaps others, to monitor, coordinate and evaluate Federal programs in this area. The committee would report to you at least annually on the status of Federal efforts and on recommendations for further initiatives.

3. President's Council on Education and Work -- We recommend also that a Council, chaired by yourself or the Vice President, be formed including not only the above Cabinet officers, but also distinguished citizens from business, labor, education and youth. The main responsibility of the Council would be stimulating action at the local level, particularly by encouraging local councils of similar composition that would oversee the bringing together of work and education in their communities. The Council would also serve as a clearinghouse of information on successful projects. It should have an annual budget of \$1-1.5 million for staff, travel and communications.

B. Programs

1. Work Experience -- This provides opportunities for all types of students to work outside school in a regular work setting in a way which advances educational objectives. Work experience is exemplified by the cooperative education programs in which students divide their time between periods on the job and in the classroom. We recommend that you call on localities to arrange for quality programs of this kind. At the same time, some \$5 million could be added to HEW funding to support cooperative education for students in academic and general "tracks" (Federal support is now confined to vocational students).

We should also expand to all States a Labor-HEW program which removes legal barriers to work experience and career exploration for 14 and 15 year olds, promote DOL arrangements between schools and apprenticeship programs, and redirect some of the ACTION programs. HEW may also include career-related experience as one of the goals of the college work-study program,

which now is focused only on providing income to needy students. Similarly, DOL will assist "prime sponsors" of manpower programs in providing career-related experience for high school work-study programs.

2. Competency-Based Education -- This is education based on measured attainment of capabilities required for work and life and thus involves a closer orientation to the real world of practically every facet of schooling -- teaching, testing, credentialing and accrediting. It would award credentials based on demonstrated competence, rather than on the time, place or manner in which the competence was acquired. Given the promise of a system oriented in this way, the Federal Government should undertake much needed research and development activity and provide technical assistance to States and localities, with new costs of some \$5 million.

3. Career Education -- This emphasizes the infusion of education/work relationships within education and collaboration among the educational system, the business-labor-industry community, and the home and family. Existing HEW funding should place high priority on providing work exploration programs at the junior high school level, bringing workers and businessmen into schools to assist teachers and guidance counselors, helping students to assess their interests and abilities, and including the family in working/learning with students.

4. Economic Education -- This provides a better understanding of the American economic system, but is offered only in 39% of American high schools. For the one out of six students who takes it, economics absorbs only 1% of his time. We recommend that you strongly endorse the concept of economic education and the work of the Joint Council on Economic Education, which in varying degrees assists elementary and secondary schools in 47 States in teaching a basic understanding of our economic system. HEW should reinstate funding to train teachers in economic education at a cost of \$750,000.

5. Television -- This should be used to help young people learn about the world of work, to discover learning resources in their communities and to encourage family activities. Some existing HEW funding can be used, supplemented by the Corporation for Public Broadcasting and private activities. The Department of Commerce will support this effort and encourage private sector support of it.

6. Occupational Information -- Information systems can inform students about occupational prospects, characteristics, and requirements. With existing funding the Department of Labor is supporting Occupational Information Systems in ten States, as mentioned in your Ohio State speech. DOL will also lead a task force to coordinate occupational and educational information. To the extent possible without new funding, DOL, DOC and HEW will provide technical assistance to State and local organizations in developing and using occupational and educational information. This endeavor deserves further emphasis.

7. Placement Services -- This involves providing a service in the schools which will help students identify specific job openings matched to their interests and abilities. The Employment Service will be asked to provide Job Bank outlets and technical assistance to schools which agree to set up their own placement offices. Such assistance will be limited in the near term by the heavy demands placed on the Employment Service during the current economic downturn.

8. Adult Opportunities -- While this paper focuses on youth, we recognize there are additional problems involving isolation between work and education for adults, particularly for mature women entering the labor market for the first time, for veterans and for certain others. Our work on your assignment suggests that this is an area of opportunity, and we shall report to you on it shortly.

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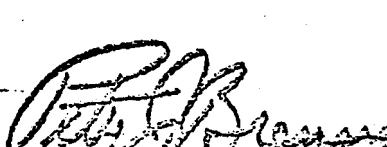
Basically, what we are proposing are some moderate changes of emphasis in selected Federal programs. Our programmatic recommendations have a distinctly R&D and technical assistance emphasis. We stress again the underlying strategy, which is to strengthen and sharpen the focus of efforts already underway and attract more widespread local adoption of successful projects. We seek to influence the huge investments in education and training which are already "out there" rather than add to them significantly.

We think that a strong case can be made for this approach under any circumstances, but in the present economic and budget conditions, we judge that it is imperative. Our agencies' budgets do not have the capacity to absorb additional costs for these purposes. We can make a modest start with the resources we have already budgeted, plus the small amount needed for the Council, or we could, if you desire, gain more momentum with additional funds for competency-based education and work experience.


While the recommendations we make are modest, we believe that they are important for the future. Changing the ingrained behavior of institutions will be slow and require effort. However, the potential benefits from bringing together the worlds of education and work are large. If we persist diligently and diplomatically to build up knowledge and develop clearer communications among educators, businessmen, labor and youth, particularly at the local level, we should in five years have made substantial progress.



Secretary of Commerce



Secretary of Labor



Secretary of Health,
Education, and Welfare